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ABSTRACT

The following report is one of a series of disciplinary planning studies carried out by the Advisory Committee on Academic Planning of the Council of Ontario Universities. The emphasis of the report is on forward planning, and it is hoped that the implementation of the recommendations will help to ensure more ordered growth and development of graduate studies in Ontario's universities. Recommendations include: (1) Political Science departments consider the advantages of offering new types of Ph.D. programs. (2) The employment patterns and needs of provincial and local governments be more fully studied and exploited than at present. (3) More adequate and regularized counselling be provided to graduate students in connection with career opportunities. (4) No new Ph.D. programs be instituted in the province during the next five years and more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged. Appendixes include: report of the consultants, response of the discipline group, comments by universities, membership of discipline group, and an approach to estimating faculty requirements. (Author/PG)

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Council of Ontario Universities
Conseil des Universités de l'Ontario

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PERSPECTIVES AND PLANS FOR GRADUATE STUDIES

9. POLITICAL SCIENCE 1974*

Advisory Committee on Academic Planning
Ontario Council on Graduate Studies

74-11

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* The status of this report is given in Item 2 of the statement of principles, on page 1.

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FOREWORD

The Advisory Committee on Academic Planning (ACAP), as presently constituted, was established by the Ontario Council on Graduate Studies at the request of the Council of Ontario Universities in January, 1971. The Advisory Committee's terms of reference were directed broadly toward the effective planning and rationalization of long-term graduate development in Ontario's universities both at the level of individual disciplines and at a more general level. The Advisory Committee's activities are based on the premise that graduate work is the one area of university activity in which specialization among universities, cooperative arrangements and comprehensive planning are most necessary.

In March, 1971, concern over the rising costs for support of graduate work prompted the Ontario government to institute a general embargo on funding for any new graduate programme, that is, one which had no students enrolled on May 1, 1971. This embargo was subsequently modified to include only those disciplines in which over-expansion was felt to be potentially most serious. ACAP was to begin immediately planning studies in those disciplines which remained embargoed.

The disciplinary planning process begins with the formation of a discipline group composed of one representative from each university with an interest in graduate work in the planning area. The discipline group assists in defining the precise academic boundaries of each study, scrutinizes the data collection forms, prepares a list of potential consultants, maintains contact with the consultants during the study, and prepares a commentary on the consultants' report.

The final decision on consultants for the planning study is made by ACAP. The consultants are requested to make recommendations on programmes to be offered in Ontario, desirable and/or likely enrolments, the division of responsibility for programmes among universities, and the desirable extent of collaboration with related disciplines.

While the consultants' report is the single largest element in the final report on the planning study, ACAP considers the statement of each university's forward plans to be most significant. These forward plans are usually outlined prior to the planning study, and are used as a basis for comments from the universities concerned on the consultants' report.

On receipt of the consultants' report, and comments on it from the discipline group and the universities, ACAP begins work on its own recommendations for submission directly to the Council of Ontario Universities. COU considers the input from all sources, and prepares the position of the Ontario university community.

The following report is one of a series of disciplinary planning studies carried out by the Advisory Committee on Academic Planning and to be published by the Council of Ontario Universities. The emphasis of the report is on forward planning, and it is hoped that the implementation of COU's recommendations will help to ensure the more ordered growth and development of graduate studies in Ontario's universities.

* * * * *

Council of Ontario Universities
Conseil des Universités de l'Ontario

Report and Recommendations concerning Graduate Studies in Political Science

On the instruction of the Council of Ontario Universities, the Advisory Committee on Academic Planning has conducted a planning assessment for political science. The resultant report from ACAP is attached together with the consultants' report, the comments by the discipline group, and the comments of the individual universities. The procedures followed and the planning techniques used are described in the ACAP report and are not repeated here. It is important for the reader to read the ACAP report and attachments in order to understand the recommendations in this Report from COU.

The Council received the ACAP report and supporting documentation on May 3, 1974.

As a result of these discussions this Report and Recommendations were prepared and approved by the Council on June 7, 1974. The Report is addressed to the Ontario Council on University Affairs and the universities of Ontario.

The following principles have been adopted and will apply to this and all other COU Reports arising out of assessments.

1. Discipline assessments by ACAP should form the basis for planning by the universities of their development of graduate studies, particularly PhD programmes. On the basis of these assessments, COU should make its own recommendations on currently embargoed programmes. Each university must retain the freedom and responsibility to plan and implement its own academic development. However, the universities in embarking on a cooperative planning process have signalled their intentions of cooperating with the COU recommendations.

2. Universities generally plan their emphases in graduate study on the bases of related departments, not of single departments. Initially the sequential nature of the discipline planning assessments makes this difficult. However, by the summer of 1974 there will have been assessments of most of the social sciences, all of the physical sciences, engineering doctoral work, and a number of professional areas. On the information and recommendations then available, each university should be able to make decisions concerning its support of graduate programmes in these areas. Amendments to university responses to the individual discipline planning assessments may then be made in the wider context of a

group of related disciplines and amendments to COU's original Reports on an individual discipline may be required.

3. The first concern in planning is to review the quality of graduate opportunities and of students in Ontario universities and to make judgements about how to proceed or not proceed based on quality considerations. The procedures have made use of highly qualified independent consultants who have no direct interest in the universities in Ontario. Accordingly, COU feels bound to accept their judgements about quality where they are stated clearly unless unconvinced that their conclusions about quality are consistent with their evidence. COU's recommendations in the case of programmes which are of unsatisfactory or questionable quality will call for discontinuation or the carrying out of an appraisal, if the continuation of the programme is not crucial to the province's offerings. In some cases, however, there may be a particular need for the programme and the appropriate recommendation will be to strengthen it, with an appraisal following that action. It is also possible that if there were found to be too large a number of broadly-based programmes there could be a recommendation to discontinue the weakest; in this case, an appraisal for a more limited programme might be relevant.

4. A second consideration is the scope of opportunities for graduate work in the discipline. Do the Ontario programmes together offer a satisfactory coverage of the main divisions of the disciplines?

5. Numbers of students to be planned for will depend on the likely number of applicants of high quality and in some cases may relate to an estimate of society's needs. Such estimates may be reasonably reliable in some cases and not in others. If the plans of the universities appear to be consistent with the likely number of well-qualified applicants and there is either no satisfactory basis for estimating needs or there is no inconsistency between a reasonable estimate of need and the universities' plans, then COU will take note of the facts without making recommendations on the subject of numbers.

   If the numbers being planned for by the universities are grossly out of line with the anticipated total of well-qualified students, or a reliable estimate of needs, COU will make appropriate corrective recommendations. Depending on the circumstances, these may call for a change in the total numbers to be planned for and indications of which institutions should increase, decrease, or discontinue. The recommendations in serious cases may need to specify departmental figures for each university for a time. If the numbers being planned for are insufficient, the recommendations may call for expansion, or new programmes, and may have implications for both operating and capital costs.

Unless there are exceptional circumstances, the recommendations concerning enrolment will not call for a university to refuse admission to any well-qualified student who wishes to work in a field in which that university offers a programme and in which it has the capacity to accommodate the student.

6. The quality of graduate programmes is partly dependent on size, and for each programme, depending on how it is designed and its scope, there is a minimum size of enrolment below which quality may suffer. That number cannot be expressed for the discipline as a whole but only for individual programmes depending on their purpose, their resources and their design.

7. Universities will be expected to notify COU if they intend to depart from the COU Report in any way which they believe might have a significant bearing on the provincial plans.

8. Appraisals arising as the result of assessments are to be based on the standards but not necessarily the scope of the acceptable programmes in the province.

General Observations concerning Political Science

1. COU is pleased to note how effectively a planning assessment is carried through when the consultants' report is as perceptive and as well directed to its terms of reference as this one is.

2. There are six universities which offer doctoral work and twelve which offer master's work in political science.

3. The interests of the faculty in universities which offer doctoral work are concentrated in four main fields: Canadian government and politics, comparative government and politics, international relations and historical and normative political theory.

4. Four of the doctoral programmes - Carleton, Queen's, Toronto and York - are considered strong. The other two - McMaster and Western Ontario - are expected to develop satisfactorily if the recommendations in this report are followed.

5. More attention needs to be paid to the academic administration and supervision of graduate students.

6. There appears to be no need for expansion in PhD enrolment and no new programmes should be initiated.

7. The factors which influence the time taken to obtain the PhD degree and the need to shorten that time should be investigated.

8. More rigid admission procedures and selectivity prior to and during the first year of graduate work should be encouraged.

9. New orientations and areas of inquiry for PhD programmes should be offered since opportunities for employment in the non-academic market appear to be increasing.

10. Since employment opportunities are so broad at the master's level, the MA degree should be diversified and strengthened.

Recommendations

It is recommended that:

1. The Discipline Group with assistance from ACAP investigate the factors which influence the time taken to obtain the PhD degree and examine the need to shorten that time.

2. No new PhD programmes be instituted in the province during the next five years and that more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged.

3. Political science departments and the Discipline Group consider the advantages of offering new types of PhD programmes. They could involve interdisciplinary relationships within universities and cooperative arrangements among universities.

4. (a) The Discipline Group review the MA and PhD curriculum and thesis requirement in the light of the need and expectations of the non-academic employment market.

    (b) The employment patterns and needs of provincial and local governments be more fully studied and exploited than at present.

    (c) More adequate and regularized counselling be provided to graduate students in connection with career opportunities.

5. The MA degree be diversified and strengthened.

6. Carleton University continue its MA and PhD programmes according to its plans, watching carefully the relations between departments and institutes.

7. Queen's University continue its MA and PhD programmes according to its plans.

8. McMaster University continue its MA programme according to its plans, and no new student be enrolled in the doctoral programme until the fall of 1976 and until the programme has successfully passed a

consequent appraisal. It is also recommended that McMaster University explore the possibilities for a greater degree of collaboration with neighbouring universities and report to ACAP on this point in the autumn of 1975.

9. The University of Toronto continue its MA programme according to its plans, but anticipate a smaller PhD enrolment than it has indicated. It is also recommended that the University of Toronto carefully survey with York University the most profitable ways for joint utilization of faculties and for expansion of student exchanges. Toronto and York are asked to report to ACAP in this connection in the fall of 1975.

10. The University of Western Ontario continue its MA programme according to its plans and its PhD programme in urban and regional government. It is also recommended that the University discontinue offering political theory and Canadian politics as fields of thesis research or major interest for doctoral students.

11. York University continue its MA and PhD programmes according to its plans and carefully survey with the University of Toronto the most profitable ways for joint utilization of faculties and for expansion of student exchanges. Toronto and York are asked to report to ACAP in this connection in the fall of 1975. It is also recommended that York University strengthen its faculty in the field of international relations.

12 Brock University continue its MA programme if it is successfully reviewed in 1976.

13. The Universities of Guelph, Waterloo and Wilfrid Laurier explore all avenues of cooperation.

14. The University of Guelph continue its MA programme.

15. The University of Waterloo continue its MA programme.

16. The MA programme at Wilfrid Laurier University be appraised.

17. The University of Ottawa continue its MA programme according to its plans and not reintroduce a PhD programme in the next five years.

18. The University of Windsor continue its MA programme according to its plans.

19. In view of the acceptance of the recommendations by COU and the completion of this planning assessment, the Ontario Council on University Affairs request the Minister to remove the embargo on political science in accordance with the original announcement of the Minister that new graduate programmes would be embargoed until, for each discipline, a planning study has been conducted.

Action by COU

COU requests the federal Public Service Commission to provide an appropriate occupational listing for political scientists.

Notes concerning the Recommendations

Re Recommendation 10

Although the discontinuance of two doctoral fields as areas for doctoral theses is recommended, the University of Western Ontario can seek a consequent appraisal. Such an appraisal should be completed by October 1975.

June 7, 1974

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ADVISORY COMMITTEE ON ACADEMIC PLANNING

ONTARIO COUNCIL ON GRADUATE STUDIES

REPORT TO THE COUNCIL OF ONTARIO UNIVERSITIES
ON
POLITICAL SCIENCE PLANNING ASSESSMENT

May 31, 1974

GENERAL INTRODUCTION

For some years now, the universities of Ontario have been committed to the belief that the quality and effectiveness of graduate study in the province can be ensured only by collective and cooperative action. This implies a mechanism for continuing consultation and agreement so that the plans of each university for each of its disciplines are concerted with those of the other universities. At any given time there will exist a plan for the development of each discipline, with agreed and understood roles for each department; since graduate education is the most advanced formal intellectual activity and is, therefore, undergoing change, it is necessary that such plans be kept under regular review and be subject to ready amendment.

The Council of Ontario Universities has assigned to the Ontario Council on Graduate Studies the task of advising it on the development of such plans and of the steps to be taken to carry them into effect. The Standing Committee which carries out these tasks for OCGS is the Advisory Committee on Academic Planning. A significant role is also played by the discipline groups, one of which is established for each subject, with a representative from each interested university. Each discipline group has the function of assisting and advising ACAP in connection with its own subject.

The above may give the impression that the planning activity is fragmented on a disciplinary basis. This would, of course, not be acceptable. Since the development of one department in a university should not be considered independently of its contribution to the rest of its university and of the influence of the university as a whole on the department, it is most important that universities as institutions play a central role in the planning process. One of the most effective ways of doing this is by indicating to ACAP the nature of institutional commitments to a department and institutional aspirations for the department.

The most significant single input to a planning assessment is the set of statements from each university of its plans for its department. When these are subjected to collective scrutiny it may be found that their totality constitutes a reasonable plan for the discipline in Ontario, but in any case this set of plans is the first approximation to the provincial plan, which the planning assessment may have to refine if there are duplicated features, lacunae in offerings, too large a total enrolment, or other reasons to recommend altering some of the university plans. The universities are also involved in that the bodies that act on ACAP reports, i.e. both COU and OCGS, are composed of universities.

The formal documents stating the responsibilities of ACAP and the Discipline Groups are Appendix F. Briefly summarized, it is ACAP's function to advise on steps to be taken to implement effective provincial planning at the graduate level, to promote the arranging of the graduate programmes of the province in order to enhance and sustain quality and to avoid undesirable duplication, and, when necessary, to carry out formal planning reviews for disciplines. A discipline group has the responsibility of keeping under review the plans for graduate work in the discipline and making regular progress reports to ACAP in connection with graduate work in that subject. To make all this possible, it has been agreed that ACAP may communicate directly with universities and discipline groups, to request necessary information, to discuss reports, to convene meetings, and to make and receive proposals for the future.

The above information has been given in some detail because it constitutes the mechanism currently approved by COU for cooperative graduate work. It is fair to say that in 1971 there was no mutually agreed plan for graduate study in any discipline. Our task is not only to generate the first such plan for each subject but also to ensure that it is kept under continual review.

There are four fundamental components in the plan. The first is analysis of the fields of study, the formats of study which should be available to prospective students in the province. The second is an estimate of overall provincial enrolment at master's and doctoral levels based principally on the likely numbers of highly qualified applicants. In regard to considerations of manpower needs for the province of Ontario, ACAP is conscious of the unreliability of forecasts and, except in special cases, subscribes to the approach proposed in the Macdonald Report (1969):

> "The country as a whole and the provinces must be concerned about manpower requirements. This concern can be expressed in the first instance through careful survey and forecasting of manpower needs on a continuing basis. Such forecasts should be given wide circulation. It is reasonable to expect that universities will respond by creating additional opportunities for study in the areas of shortage. In addition, the universities through their counselling services have a duty to advise students about the opportunities in various fields from the standpoint not only of intellectual challenge but also of vocational prospects and social utility. The reaction of prospective students to such forecasts is likely to provide an effective control. We believe the market-place, if its trends are made explicit, offers an adequate governor to prevent serious surfeit and to encourage movement of students toward fields of opportunity."

The third component of the plan is an indication of the role to be played by each department in terms of the programme it will offer and its academic emphasis. Clearly the quality of the offerings of a department is a dominant factor in determining its role. Cooperative arrangements between departments are stressed. The fourth component consists of an examination of the enrolment plans of the universities and consideration as to whether the universities' plans and the predicted enrolment for this discipline are consistent. If not, some appropriate action should be recommended to COU. It will be seen that although there may also be other aspects, these are four necessary components in such a plan.

One must hasten to add that the future is uncertain and that to forecast intellectual trends, student interests, and employment markets five years hence is to undertake to examine many variables. Of course, this is not a new exercise since all universities have had to make decisions about building, staff hiring, library expansion, equipment investment and so forth and have done so on a basis of similar forecasts. Perhaps sometimes the forecasts have been more intuitive than consciously recognized, but they have certainly been there. All that is new is to make such plans systematically for the province.

It will be realized that, at a minimum, the ongoing planning procedures we have indicated requires annual reporting of enrolments and annual examination of admission standards. When there are indications from these or other sources that some aspects of the plan for the discipline are not being realized, it will be necessary for ACAP to initiate a review. Such a review would usually not involve outside consultants. Whether the impetus came from a discipline group, a university or ACAP itself, comments would be sought from all concerned and the review would culminate in a report to COU recommending an amendment to the plan.

If a university notifies COU of its intention to depart from its accepted role (for example to enrol numbers substantially at variance with its understood plan), ACAP will review the situation in the light of any other such notification it may have received and any other pertinent factors. The extent of any further study would depend on the situation, but if ACAP felt that the university's new plan could be a cause for concern, its first step would be to seek full discussion with the university. Normally there would already have been discussion in the discipline group and between universities and the university would have reached its intention after a careful examination of the general situation of graduate study in the discipline. Thus the ACAP decision would be straightforward and a change in plan would be recommended to COU through OCGS. If, however, ACAP still felt that there was a probability that the university's action might be found, on further study, to be potentially harmful to the system, it would probably next seek comment from other universities concerned and from the discipline group. In any case, ACAP would eventually make some recommendation to COU (through OCGS) concerning the variation.

PROCEDURE

On the advice of the Ontario Council on Graduate Studies, the Council of Ontario Universities on September 17, 1971, instructed the Advisory Committee on Academic Planning to conduct a formal planning assessment for political science.

A Discipline Group was formed consisting of a member named by each interested university. A list of members is attached as Appendix E. Professor J. Yolton held the ACAP political science portfolio and attended meetings when ACAP representation was necessary.

The procedure and terms of reference for the planning assessment is attached as Appendix D.

The Discipline Group began its meetings in September, 1972. In accordance with the procedure, the Discipline Group provided ACAP with a list of possible consultants. ACAP obtained the services of Professor A. Cairns of the University of British Columbia, Professor R. T. Cole of Duke University and Professor P. B. Waite of Dalhousie University. Brief curricula vitarum appear as Appendix G. Professor Waite played the role of the senior Canadian academic from outside the discipline in this planning assessment. The consultants held their first meeting in Toronto in May, 1973, and discussed with the Discipline Group their schedule of visits to the universities. These took place during May, June and July.

The draft report of recommendations was presented to the Discipline Group for informal comments on January 10, 1974 and the final report was subsequently received and distributed January 29, 1974. The universities were requested to submit comments to ACAP by March 8 and the Discipline Group by March 25 after it had seen the comments of the universities.

The Discipline Group comments plus those of the universities appear in Appendices B and C respectively. The latter includes only those comments specified by each university for publication.

This report then is based on these data, reports and comments, and sets out recommendations for COU on the plan for graduate work in political science in the province for the next several years.

As is required, this report is made directly to COU. It has been transmitted also to the Ontario Council on Graduate Studies and the Council of Deans of Arts and Science for information.

RECOMMENDATIONS

It is emphasized that the consultants' report (Appendix A) is an essential and integral part of this report to COU. In the main body of the ACAP report we have dealt only with those aspects of the consultants' report which appear to be particularly significant or which have led us to recommend courses of action.

We deal first with some recommendations of general application to political science in Ontario. As has been our custom with other disciplines we prefix our recommendations to COU with the symbol 'C' to avoid confusion with numbering in the COU report.

C1

It is recommended that the Discipline Group with assistance from ACAP investigate the factors which influence the time taken to obtain the PhD degree and examine the need to shorten that time.(See pages A-VI and A-34)

C2

It is recommended that no new PhD programmes be instituted in the province during the next five years and that more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged. (See pages A-VI and A-44)

C3

It is recommended that political science departments and the Discipline Group consider the advantages of offering new types of PhD programmes. The programmes could involve interdisciplinary relationships within universities and cooperative arrangements between universities. (See pages A-VI and A-45)

C4

(a) It is recommended that the Discipline Group review the M.A. and PhD curriculum and thesis requirements in the light of the need and expectations of the non-academic employment market - federal, provincial and municipal governments, public enterprises, business and industry.

(b) It is recommended that COU request the federal Public Service Commission to provide an appropriate occupational listing for political scientists.

(c) It is recommended that the employment patterns and needs of provincial and local governments be more fully studied and exploited than at present.

(d) It is recommended that more adequate and regularized counselling be provided to graduate students in connection with career opportunities. (See pages A-VI and A-25 - A-26)

C5

It is recommended that the M.A. degree be diversified and strengthened. It is important to maintain a strong M.A. degree which "will probably include a thesis (or at least a major essay) ... or a group research project." (See pages A-VI, A-45 and A-148 - A-153)

C6

It is recommended that Carleton University continue its M.A. and PhD programmes according to its plans and consider carefully the comments of the consultants about the relations between departments and institutes. (See pages A-VII and A-84 - A-91)

C7

It is recommended that Queen's University continue its M.A. and PhD programmes according to its plans. (See pages A-92 - A-97)

C8

It is recommended that McMaster University continue its M.A. programme according to its plans and that no new students be enrolled in the doctoral programme until the fall of 1976 and until the department has successfully passed a consequent appraisal. It is also recommended that McMaster University explore the possibilities for a greater degree of collaboration with neighbouring universities and report to ACAP on this point in the fall of 1975. (See pages A-VIII and A-98 - A-105)

C9

It is recommended that the University of Toronto continue its M.A. programme according to its plans but should anticipate a smaller PhD enrolment than it has indicated. It is further recommended that the University of Toronto carefully survey with York University the most profitable ways for joint utilization of faculties and for expansion of student exchanges. Toronto and York are asked to report to ACAP in this connection in the fall of 1975. (See pages A-VII and A-69 - A-77)

C10

It is recommended that the University of Western Ontario continue its M.A. programme according to its plans and also its PhD programme in urban and regional government. It is also recommended that the University discontinue offering doctoral work in political theory and Canadian politics as fields of thesis research or major interest for doctoral students. (See pages A-VIII and A-106 - A-112)

C11

It is recommended that York University continue its M.A. and PhD programmes according to its plans and carefully survey with the University of Toronto the most profitable ways for joint utilization of faculties and for expansion of student exchanges. Toronto and York are asked to report to ACAP in this connection in the fall of 1975. It is also recommended that York University strengthen its faculty in the field of international relations. (See pages A-VII and A-78 - A-83)

C12

It is recommended that Brock University continue its M.A. programme if it is successfully reviewed in 1976. (See pages A-X and A-143 - A-146)

C13

It is recommended that the Universities of Guelph, Waterloo and Wilfrid Laurier explore all the avenues of cooperation. (See pages A-IX, A-X, and A-128 - A-142)

C14

It is recommended that the University of Guelph continue its M.A. programme and seriously consider Recommendation C13. (See pages A-IX and A-128 - A-132)

C15

It is recommended that the University of Waterloo continue its M.A. programme and seriously consider Recommendation C13. (See pages A-IX and A-133 - A-137)

C16

It is recommended that Wilfrid Laurier University have its M.A. programme in political science appraised and seriously consider Recommendation C13. (See pages A-IX, A-X and A-138 - A-142)

C17

It is recommended that the University of Ottawa continue its M.A. programme according to its plans and not reintroduce a PhD programme in the next five years. (See pages A-IX, A-X and A-113 - A-120)

C18

It is recommended that the University of Windsor continue its M.A. programme according to its plans. (See pages A-IX and A-121 - A-127)

C19

It is recommended that COU adopt the recommendations of this report, and, in the expectation that its members will act in accordance with them, COU inform CUA that it has adopted these recommendations and request that the embargo on political science be now removed, in accordance with the original announcement of the Minister that new graduate programmes would be embargoed until, for each discipline, a planning study had been conducted.

SYSTEM RECOMMENDATIONS

Chapter 4 of the consultants'report gives an excellent overview of graduate work in political science in Ontario. There are six universities which offer doctoral work and twelve which offer master's work. In universities with doctoral programmes the interests of the faculty members are concentrated in four main fields: comparative government and politics, Canadian government and politics, international relations and historical and normative political theory.

Of the doctoral programmes, four (at Carleton, Queen's, Toronto and York) are considered strong, and the other two (at McMaster and Western Ontario) are expected to develop satisfactorily if the recommendations of this report are followed. Carleton has strength in Canadian government and politics, international relations, and Soviet and East European studies and African politics in the field of comparative government and politics. Queen's has strength in Canadian government and politics, international relations, and comparative government and politics. The strength in Canadian and comparative federalism at Queen's is distinctive. Toronto has notable strength in historical and normative political theory, Canadian government and politics, international relations, and Soviet and East European studies and African politics in the field of comparative government and politics. York has strength in Canadian government and politics, comparative government and politics, empirical theory, and methodology, and historical and nomative political theory and has potential strength in international relations.

The consultants are concerned that in some departments the supervision of graduate programmes is not considered a major departmental responsibility. They comment on this on pages A-VII, A-19 and A-63. They note that there is often a surprising lack of knowledge about crucial data pertaining to the operation of the graduate programme. Continuously updated data on failure rates, attrition and completion rates should be readily available to allow continuous scrutiny of programme effectiveness. The consultants believe that there may be a relation between low completion rates and ineffective administration and student supervision at the departmental level.

Table 1 and Table 2 present historical data for graduate enrolment in political science as well as a projection for 1977-78. This projection represents the plans of the universities as stated in their submissions to this assessment or in subsequent communications.

The consultants emphasize that there is no need for expansion at the PhD level. In fact they are concerned that there might be an oversupply of PhDs in the next few years. Thus they argue that no new PhD programmes in political science should be initiated. With the exception of the University of Toronto, the universities' own PhD projections look reasonable. The plans call for essentially a steady state enrolment. ACAP received the University of Toronto projection shortly after the final report was submitted by the consultants; nevertheless our advice to the University of Toronto is that it not expect the increase it forecast (65% over 4 years).

TABLE 1

Full-Time and Part-Time PhD Enrolment by University for
1970-71 to 1973-74 and 1977-78 (as supplied by the universities)

	1970-71		1971-72		1972-73		1973-74		1977-78	
	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT
Carleton	17	12	19	12	24	7	35	6	39	24
McMaster			19	-	23	-	22	-	15	-
Ottawa	1	-	1	-	1	-	1	-	-	-
Queen's	19	14	23	21	27	13	29	12	30	-
Toronto	63	19	80	23	96	24	115	31	190	48
Western	2	4	2	4	4	6	6	5	6	6
York	25	2	24	4	29	6	29	9	41	7
TOTAL	127	51	168	64	204	56	237	63	321	85

TABLE 2

Full-Time and Part-Time M.A. Enrolment by University for
1970-71 to 1973-74 and 1977-78 (as supplied by the universities)

	1970-71		1971-72		1972-73		1973-74		1977-78	
	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT
Brock	-	-	-	-	-	-	4	1	10	8
Carleton	42	11	50	12	37	17	31	19	25	30
Guelph	10	2	7	6	5	2	3	1	12	5
McMaster	45	16	17	13	33	5	20	1	30	
Ottawa	28	16	29	17	26	21	19	26	25	22
Queen's	20	12	17	12	15	12	18	9	20	
Toronto	36	12	33	7	52	12	45	17	50	20
Waterloo	12	6	12	13	23	9	23	10	25	10
Western	28	25	25	28	30	32	24	23	25	15
Wilfrid Laurier	3	2	2		4		7	5	8	
Windsor	11	2	13	5	16	9	13	9	20	
York	11	4	6	2	18	5	13	6	12	9
TOTAL	246	118	211	112	371	124	220	127	262	99

At the master's level the consultants do not foresee an oversupply problem. There is a growing non-academic market for master's recipients. Here again the plans of the universities look reasonable.

We conclude that (with the exception of PhD enrolment at Toronto) the enrolment plans of the universities are consistent with a likely overall provincial picture.

The consultants have recommended that the weaker PhD programmes be regularly reviewed. ACAP agrees with the concept of a regular review but feels that all programmes and not just the "weaker" ones need to be reviewed from time to time. Doctoral programmes which have been appraised are reviewed after five years and again, more rigorously, after ten. A number of programmes have never been appraised simply because they were initiated before 1967. This question has broad implications and a mechanism for periodic review needs to be designed. It is suggested that OCGS examine the mechanism for a regular review of all PhD programmes.

In the case of political science, three of the doctoral programmes will soon be re-examined by the Appraisals Committee according to the five year review procedure for new programmes. York is due to be reviewed in 1974 and McMaster and Western in 1976. The programmes at Carleton, Queen's, and Toronto have never been appraised.

Recommendation C1

> It is recommended that the Discipline Group with assistance from ACAP investigate the factors which influence the time taken to obtain the PhD degree and examine the need to shorten that time. (See pages A-VI and A-34)

In the determination of doctoral supply for the future, the completion rate is a crucial variable. The consultants note on page A-33 a number of factors which should result in a considerable improvement in the completion rate. However, data need to be compiled to analyze the relationship between enrolment and number of degrees awarded. Next the factors relating to the completion rate need to be studied in order to determine which ones can be influenced to improve this rate.

Recommendation C2

> It is recommended that no new PhD programmes be instituted in the province during the next five years and that more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged. (See pages A-VI and A-44)

The consultants' argument for no new PhD programmes is convincing. They note the probable excess of PhD degree holders over the projected number of available academic positions for graduates during the next five years, the number of doctoral candidates already in stream and the probability of oversupply in the next five years if lenient admission policies are continued.

Table 2 indicates that the universities plan for only a slight growth in master's enrolment. Honours undergraduate enrolment has shown little growth in recent years.

Thus consideration of both the employment picture and the number of potential graduate students suggests that there will be little expansion at the PhD level.

Recommendation C3

> It is recommended that political science departments and the Discipline Group consider the advantages of offering new types of PhD programmes. The programmes could involve interdisciplinary relationships within universities and cooperative arrangements between universities. (See pages A-VI and A-45)

Such new types of programmes would encourage wider alternatives for students and more effective utilization of faculty and other resources. New orientations and areas of inquiry, especially as a result of collaborative work, would also be encouraged. The consultants offer as examples collaborative work involving public policy, ecology, biology and politics, political geography, sociology and politics, etc. These advantages would also occur as a result of collaboration at the master's level.

Recommendation C4

(a) It is recommended that the Discipline Group review the M.A. and PhD curriculum and thesis requirements in the light of the need and expectations of the non-academic employment market - federal, provincial and municipal governments, public enterprises, business and industry.

(b) It is recommended that COU request the federal Public Service Commission to provide an appropriate occupational listing for political scientists.

(c) It is recommended that the employment patterns and needs of provincial and local governments be more fully studied and exploited than at present.

(d) It is recommended that more adequate and regularized counselling be provided to graduate students in connection with career opportunities. (See pages A-VI and A-25 - A-26)

In Chapter 3 of their report, the consultants have detailed the background for these recommendations. The study recommended in part (a) would provide a case to substantiate the action advocated in parts (b) and (c) and would provide helpful material for counselling of graduate students called for in part (d). We have reworded the consultants recommendation (a) because we are aware that the Canadian Political Science Association is currently studying these matters. It is important to ensure that such a study accurately reflect the views of the potential employers.

On page A-32 the consultants discuss the rationale for part (b) of this recommendation. Other social sciences, such as economics and sociology, have group classifications in the federal public service but political scientists are lumped in with other groups. This situation may tend to limit employment opportunities for political scientists.

Employment of PhD's outside the university is a slowly growing trend and great caution should be used in relying on this trend for employment projections. The response from Carleton University suggests that the consultants have been conservative in their projections of the demand for PhD's and have underestimated the demand from non-academic circles especially government and foreign countries. But the University of Toronto and Carleton University graduate experience shows only a few doctoral graduates over the last five years in employment outside the universities or outside Canada. ACAP supports initiatives to increase employment in non-academic fields and therefore supports the consultants' recommendation in the form given above.

Recommendation C5

> It is recommended that the M.A. degree be diversified and strengthened. It is important to maintain a strong M.A. degree which "will probably include a thesis (or at least a major essay) ... or a group research project." (See pages A-VI, A-45 and A-148 - A-153)

The consultants describe their recommendations for the M.A. degree in Chapter 6 of their report. M.A. programmes serve a multiplicity of purposes such as preparation for teaching in community colleges and secondary schools and employees at all levels of government. Students who undertake graduate work to improve their professional competence rather than continue for a PhD require a rewarding experience tailored to some extent to their goals.

Political science is a central discipline. It is both COU and government policy that all universities except the four emergent ones can offer master's work in any of the central disciplines without funding embargo. Thus, in recommending that no additional restrictions be imposed on the institution of new M.A. programmes, the consultants are describing the present situation. However, the universities have agreed not to initiate any new M.A. programme without an appraisal or to change the fields or the magnitude of an M.A. programme without advice from COU.

UNIVERSITY RECOMMENDATIONS

Recommendation C6

> It is recommended that Carleton University continue its M.A. and PhD programmes according to its plans and consider carefully the comments of the consultants about the relations between departments and institutes. (See pages A-VII and A-84 - A-91).

ACAP recommends that Carleton optimize the strengths of the schools and institutes and of the political science department. There needs to be disciplinary strength but with inter-disciplinary contact. It is fundamentally a matter of balance. It seems wise to ACAP that there are no plans for PhD programmes in the schools or institutes.

ACAP also notes the possibility for cooperation between Carleton and Ottawa in the administrative training area for the federal civil service, and welcomes the developments in this area which the President and the Rector have indicated to us.

Recommendation C7

> It is recommended that Queen's University continue its M.A. and PhD programmes according to its plans. (See pages A-92 - A-97)

ACAP notes that the consultants make no recommendations for Queen's and are generally complimentary. Although they note that the department is balanced and strong and has markedly good administration, the consultants do point out some possible improvements which we draw to Queen's attention.

Recommendation C8

> It is recommended that McMaster University continue its M.A. programme according to its plans and that no new students be enrolled in the doctoral programme until the fall of 1976 and until the department has successfully passed a consequent appraisal. It is also recommended that McMaster University explore the possibilities for a greater degree of collaboration with neighbouring universities and report to ACAP on this point in the fall of 1975. (See pages A-VIII and A-98 - A-105)

The consultants conclude that the doctoral programme at McMaster is one of the weaker ones in political science in the province. ACAP notes that McMaster's comment shows a readiness to accept the consultants' recommendation as stated above. The department is seriously intending to restructure its PhD programme and McMaster is prepared to cooperate wholeheartedly in the future development of cooperative arrangements with surrounding universities.

Recommendation C9

> It is recommended that the University of Toronto continue its M.A. programme according to its plans but should anticipate a smaller PhD enrolment than it has indicated. It is further recommended that the University of Toronto carefully survey with York University the most profitable ways for joint utilization of faculties and for expansion of student exchanges. Toronto and York are asked to report to ACAP in this connection in the fall of 1975. (See pages A-VII and A-69 - A-77)

Tables 1 and 2 indicate the universities' plans for enrolment for 1977-78. The M.A. enrolment projection for Toronto looks reasonable but ACAP advises Toronto not to expect the large increase in PhD enrolment it forecast.

York and Toronto jointly have significant strength in historical and normative political theory, with Toronto having one of the strongest groups in North America. Furthermore York is strong in empirical theory and methodology, a field in which Toronto is weak. The Institute of Behavioural Research at York and supporting faculty in the York political science department constitute an obvious resource capable of alleviating the Toronto shortcomings in this area. Therefore, the proximity of the two universities creates an opportunity for their exceptional joint strength to be more effectively deployed in collaborative arrangements than exists at present. ACAP does not specify in detail the exact mechanisms for this collaboration but feels the precise details are best worked out by the two universities concerned. If the collaborative arrangements do not seem feasible, ACAP recommends that the University of Toronto strengthen its staff in the area of empirical theory and methodology.

ACAP calls the university's attention to parts 2 and 3 of the consultants' recommendation. Part 3 recommends more comprehensive administrative attention to the PhD programme. This question is closely linked to the review of the PhD programme recommended in part 2. The University, in its comment on the consultants' report, welcomes this recommendation and feels the PhD programme has yielded sufficient experience to be ripe for re-examination. ACAP would appreciate receiving the results of the report of this internal examination.

Part 4 of the consultants' recommendation concerns the programme in public policy which is already approved as part of the recommendations in the Report on Economics. Part 5 deals with the organization of the university. The question of the retention of the joint Department of Political Economy was discussed in the Report on Economics. The consultant teams differ in their advice, and ACAP feels that in this case the academic considerations are not sufficiently overriding to make it necessary for ACAP to make any recommendation about this matter of internal university organization.

Recommendation C10

> It is recommended that the University of Western Ontario continue its M.A. programme according to its plans and also its PhD programme in urban and regional government. It is also recommended that the University discontinue offering doctoral work in political theory and Canadian politics as fields of thesis research or major interest for doctoral students. (See pages A-VIII and A-106 - A-112)

ACAP agrees with part 4 of the consultants recommendation that if at some future time the department seeks a reappraisal to extend its doctoral work into fields other than urban and regional government, this would necessitate a consequent appraisal.

The field of urban and regional government is a clear area of strength at Western. Most of the faculty in this field have extensive publication records. This is an integrated interdisciplinary programme and one of the first to achieve an effective synthesis of the techniques of modern geography and political science. ACAP recommends that this field be further strengthened at Western especially since it is not adequately covered in other universities.

The consultants have based their recommendation for the discontinuance of the fields of political theory and Canadian politics for doctoral theses on qualitative considerations. On page A-111 they note that some important contributions have been made by a few department members but that the overall evidence does not convince them that Canadian politics is a strong field. Given the strength of Canadian politics at Carleton, Queen's, Toronto and York, ACAP does not suggest strengthening of this field at Western. The consultants also conclude that the field of political theory is weak.

We have adopted the consultants' recommendation for the discontinuance of the two fields as areas for doctoral theses since it is based on a qualitative judgement and since there is no particular reason to suggest these fields are needed at Western from the point of view of the provincial system. However, if Western feels it does have as much strength as the other universities offering doctoral work in these fields, it can seek an immediate consequent appraisal. Such an appraisal should be completed by October, 1975 since it is our advice that Western devote no additional resources to these two fields as they are adequately covered in other universities. If Western received successful appraisal, ACAP would recommend funding since there is equally no planning reason against these fields being offered.

Recommendation C11

> It is recommended that York University continue its M.A. and PhD programmes according to its plans and carefully survey with the University of Toronto the most profitable ways for joint utilization of faculties and for expansion of student exchanges. Toronto and York are asked to report to ACAP in this connection in the fall of 1975. It is also recommended that York University strengthen its faculty in the field of international relations. (See pages A-VII and A-78 - A-83)

The rationale for collaboration between York and Toronto is described following the University of Toronto recommendation. ACAP notes from the York comment that the University has already approved a new senior appointment in the area of international relations.

Recommendation C12

> It is recommended that Brock University continue its M.A. programme if it is successfully reviewed in 1976. (See pages A-X and A-143 - A-146)

The political science M.A. programme at Brock University was successfully appraised with the requirement of a three year review. This review should take place in October, 1976 and should use as its criteria the standard of the existing M.A. programmes. If the programme is not successfully appraised, Brock and ACAP would have to reconsider the Brock five year plan.

ACAP draws to the attention of the University the two recommendations for Brock in the consultants' report. Research interest and publication of the department need strengthening. Brock should also explore the possibility of collaboration with neighbouring universities.

Recommendation C13

> It is recommended that the Universities of Guelph, Waterloo and Wilfrid Laurier explore all the avenues of cooperation. (See pages A-IX, A-X, and A-128 - A-142)

In Chapter 6 the consultants describe the problems of small M.A. programmes. The major problem is to get a viable programme which means some minimum number of students of acceptable quality. Cooperation between universities would help alleviate the problems of small numbers of faculty and students and scarce resources such as libraries and computer facilities. ACAP would appreciate a report on these developments in due course.

Recommendation C14

> It is recommended that the University of Guelph continue its M.A. programme and seriously consider Recommendation C13. (See pages A-IX and A-128 - A-132)

The encouragement of a reading ability in French should be a continuing concern of the department with its Canadian studies focus. Research interest and publication need strengthening. M.A. enrolment is small and should be increased to attain a minimum size for a graduate programme. Cooperation with neighbouring universities would be one route for alleviating this situation.

Recommendation C15

> It is recommended that the University of Waterloo continue its M.A. programme and seriously consider Recommendation C13. (See pages A-IX and A-133 - A-137)

The M.A. programme in political science at the University of Waterloo has encountered many problems and is not well established. Internal tensions, faculty turnover and the number of faculty with PhD's pending have contributed to the problems. The relatively ambitious graduate programme has strained the department's limited capacity and graduate enrolment should be reduced. Research interest and publication also need strengthening. Cooperation with neighbouring universities would be one route for alleviating some of these problems.

Recommendation C16

> It is recommended that Wilfrid Laurier University have its M.A. programme in political science appraised and seriously consider Recommendation C13. (See pages A-IX, A-X and A-138 - A-142)

The M.A. programme at Wilfrid Laurier was initiated in 1970 and has never had an appraisal. M.A. enrolment is small and should be increased to attain a minimum size for a graduate programme. Senior staff in selected fields should be added to the faculty. Cooperation with neighbouring universities would be one route for alleviating the situation.

Recommendation C17

> It is recommended that the University of Ottawa continue its M.A. programme according to its plans and not reintroduce a PhD programme in the next five years. (See pages A-IX, A-X and A-113 - A-120)

The University of Ottawa suspended enrolment in its doctoral programme in 1967. Any future doctoral proposal is, of course, subject to appraisal. For the next five years, the department should concentrate on the consolidation of its M.A. programme, the commencement of additional research and the completion of the degrees of the younger faculty.

ACAP also notes the possibility for cooperation between Carleton and Ottawa in the administrative training area for the federal civil service and welcomes the developments in this area which the President and the Rector have indicated to us.

Recommendation C18

> It is recommended that the University of Windsor continue its M.A. programme according to its plans. (See pages A-IX and A-121 - A-127)

ACAP draws to the attention of the University the consultants' recommendations for the University (1) to foster the research orientation of the department and (2) to consider carefully the M.A. programme for teachers. The consultants also suggest that the department should concentrate on completing the degrees of the younger faculty and on maintaining and improving the quality of the M.A. programme.

Recommendation for COU Action

Recommendation C19

> It is recommended that COU adopt the recommendations of this report, and, in the expectation that its members will act in accordance with them, COU inform CUA that it has adopted these recommendations and request that the embargo on political science be now removed, in accordance with the original announcement of the Minister that new graduate programmes would be embargoed until, for each discipline, a planning study had been conducted.

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APPENDIX A

REPORT OF THE POLITICAL SCIENCE CONSULTANTS
TO THE
ADVISORY COMMITTEE ON ACADEMIC PLANNING
ONTARIO COUNCIL ON GRADUATE STUDIES
ON
GRADUATE PROGRAMMES IN POLITICAL SCIENCE IN ONTARIO

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Recommendations in Order of their Appearance in the Report

We recommend that the discipline committee in conjunction with ACAP arrange for a small committee to undertake an intensive study of completion rates in political science in Ontario and elsewhere so that the supply side of the planning equation can be approached with data rather than intuition. Such a study should include the important related question of the completion rates for the M.A.

We recommend (a) that no new Ph.D. programmes be instituted in the province during the next five years; (b) that the present trend towards more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged. In no instance should a system of governmental quotas in political science for each university be instituted; (c) that the weaker programmes in political science be regularly and rigidly reviewed by outside reviewers and any Ph.D. programmes not maintaining acceptable standards be discontinued; (d) that the door be opened for new types of Ph.D. programmes involving interdisciplinary relationships within individual universities and, in particular, consortium arrangements *between* universities.

We recommend that the M.A. degree should not only be retained, but also diversified and strengthened. Under present circumstances, it is only in terms of quality rather than numbers involved or other considerations that provincial encouragement of or restraint on *existing* M.A. programmes should be exercised.

We recommend that no additional restrictions be imposed on the institution of *new* M.A. programmes where a competent faculty, a "critical student mass," the needed university administration support, and library and other necessary resources are available

We recommend (a) that careful and immediate consideration be given to both the *needs* and *expectations* of governments, public enterprises, and business and industry in revisions of both the M.A. and Ph.D. curricula, examinations and thesis requirements by departments of political science; (b) that, in view of the comparative disadvantage under which political scientists function as compared to economists, sociologists and statisticians, the provision for an appropriate occupational or "group" listing, or vehicle for entry in the middle and upper level ranks of the federal service, be urged upon the responsible governmental authorities and particularly the federal Public Service Commission; (c) that the employment patterns and needs of provincial and local governments be more fully studied and exploited than at present; (d) and that more adequate and regularized counselling, than now exists in some departments, be provided graduate students after admission so that they may be apprised of the opportunities and problems involved in seeking alternative forms of employment.

We recommend that the supervision of graduate programmes, especially when such programmes are large, be considered a major department responsibility, and that such supervision should include the assembling and updating of the data necessary to identify serious shortcomings in their operation.

University of Toronto recommendations

We recommend (1) the addition of a respectable nucleus of quantitatively oriented political scientists to the department;

(2) an internal re-examination of the Ph.D. programme in terms of its requirements, its adequacy as training for the discipline, its completion rates, and its contribution to faculty student academic interaction;
(3) a more comprehensive administrative oversight of the Ph.D. programme in order to facilitate feedback on its operation;
(4) the encouragement of the recent initiatives in public policy courses with economists;
(5) the retention of the joint department of Political Economy, subject to further study within the university and the department of the continuing advantages and disadvantages of such an arrangement;
(6) that the M.A. programme and degree be reevaluated to accord it an autonomous existence as an important graduate degree, even if terminal, in its own right.

York University recommendations

We recommend (1) that the M.A. programme and degree be reevaluated to accord it an autonomous existence as an important graduate degree, even if terminal, in its own right;
(2) in view of the complementarity of York and Toronto in political science, and the underutilization of York already noted, that careful surveys be made of the most profitable ways for joint utilization of faculties, and for the expansion of student interchanges.

Carleton University recommendations

We recommend (1) that although the schools and institutes have added healthy components to the Carleton academic environment their future development must be channeled and restrained in such a way as not to jeopardise the direction, morale, basic tasks, and contributions of the Department of Political Science;
(2) in view of the promising developments in the relationships between Carleton University and the University of Ottawa, especially in the administrative training area, strong encouragement should be given in both institutions to steps looking toward greater 'complementarity' and cooperation.

McMaster University recommendations

We recommend (1) that the existing generation of students be continued in the doctoral programme, but that no new students be admitted until the department has successfully passed a Ph.D. appraisal by an OCGS appraisals committee no sooner than the Autumn of 1976. Such an appraisal should examine the purpose, size, coverage, requirements and likely quality of the Ph.D. programme then proposed. At that time the standard required of McMaster should be set by the then existing system of doctoral education in the province, hopefully with a recognition that some latitude in the application of the criteria thereby suggested is desirable in the interests of healthy academic competition, and also for developmental considerations;
(2) the elevation of the requirements and status of the M.A. along the lines now being proposed in the department;
(3) the undertaking of a thorough exploration of the potentialities of a greater degree of regional collaboration with nearby universities than presently prevails.

University of Western Ontario recommendations

We recommend (1) an internal examination of the completion rate in the M.A. programme;
(2) except for graduate students already engaged in thesis research in Political Theory, and Canadian Politics, who must be allowed to complete their doctoral work, we recommend that no more candidates be admitted to the Western doctoral programme whose major interest and proposed research areas lie in these two fields;
(3) that Ph.D. work at Western should be confined to Urban and Regional Government;
(4) that if at some future time the department seeks a reappraisal to extend its doctoral work into fields other than the one here recommended for continuation, the criteria to be applied by the OCGS appraisals committee should be the same as for McMaster, the quality of performance of the then existing system of doctoral education in the province, hopefully with a recognition that some latitude in the application of the criteria thereby suggested is desirable in the interests of healthy academic competition, and also for developmental considerations;
(5) that the department add to the plurality of its orientations by the addition of one or two senior academics with a behavioural/ quantitative orientation;
(6) that the department facilitate research by its faculty.

University of Ottawa recommendations

We recommend (1) that the Ph.D. programme be reinstituted only after an outside appraisal by OCGS;

(2) that for the next 5 years the department concentrate on establishing itself, rounding out the degrees of its young faculty, commencing additional research, and consolidating the M.A. programme;
(3) that any future provincial policies on admissions or financing take into account the unique features and special problems of the University of Ottawa;
(4) in view of the promising developments in the relationships between Carleton University and the University of Ottawa, especially in the administrative training area, strong encouragement should be given in both institutions to steps looking toward greater 'complementarity' and cooperation.

University of Windsor recommendations

We recommend (1) that the research orientation of the department be fostered;
(2) that any institution of an M.A. programme for teachers not dilute the existing strong M.A. degree.

University of Guelph recommendations

We recommend (1) research interest and publication need strengthening in the department;
(2) the encouragement of a reading ability in French should be a continuing concern given the Canadian studies focus;
(3) in view of the problems of the five university Cooperative Graduate Studies in Politics arrangement, and the special geographic factors involved, that the University of Guelph, Wilfrid Laurier University, and the University of Waterloo make a renewed attempt to establish cooperative relationships with each other at the graduate level, involving faculty, students, graduate instruction and scarce resources such as libraries and computer facilities.

University of Waterloo recommendations

We recommend (1) new full-time students admitted to the M.A. programme should be reduced in numbers to a level consistent with departmental capacities;
(2) in view of the problems of the five university Cooperative Graduate Studies in Politics arrangement, and the special geographic factors involved, that the University of Waterloo, Wilfrid Laurier University, and the University of Guelph make a renewed attempt to establish cooperative relationships with each other at the graduate level, involving faculty, students, graduate instruction and scarce resources such as libraries and computer facilities;
(3) research interest and publication need strengthening in the department.

Wilfrid Laurier University recommendations

We recommend (1) the implementation of the promising plans for adding senior staff in selected fields;

(2) in view of the problems of the five university Cooperative Graduate Studies in Politics arrangement, and the special geographic factors involved, that Wilfrid Laurier University, the University of Waterloo, and the University of Guelph make a renewed attempt to establish cooperative relationships with each other at the graduate level, involving faculty, students, graduate instruction, and scarce resources such as libraries and computer facilities.

Brock University recommendations

We recommend (1) the stimulation of research and publication in the department.

(2) the undertaking of a continuing exploration of the potentialities of regional collaboration with nearby universities.

....

We recommend that the discipline committee make specific recommendations for the utilisation of faculty in departments offering only the B.A., or the B.A. and the M.A., in graduate work elsewhere.

We recommend that the discipline committee assume responsibility for facilitating a continuing programme of short term visiting professors, not all of whom need come from Ontario, to interested departments.

We recommend that departments, by appropriate measures, facilitate faculty exchanges between institutions in Ontario and elsewhere.

We recommend that department responsibilities be regularly rotated to allow younger scholars to influence policy from the vantage point of authority.

Chapter 1

Introduction

In January, 1973, Professors Alan Cairns, of the University of British Columbia, R. Taylor Cole of Duke University, political scientists, and P. B. Waite of Dalhousie University, historian, were asked by the Advisory Committee on Academic Planning, with the agreement of the Political Science Discipline Group, to undertake a planning assessment of graduate work in political science in the Ontario universities. We agreed to undertake the study.

Terms of Reference and Modus Operandi

We were asked to report on "the adequacy of the present state of graduate work in political science in the province in general and in each university," using all significant evidence to the purpose. Further, we were to "make recommendations for the development of graduate work in political science in Ontario between 1974 and 1984, but in more detail for 1974 through 1979"; especially were we to cover graduate programmes, enrollments, and the distribution of both across the universities of the province.

On May 16, 1973 we met with the Political Science Discipline Group, that is, with the representatives from each of the political science departments in the Ontario universities. Our visits to the universities themselves began as soon as it was possible to arrange them, in fact, at the University of Windsor on May 28th. With a two-week break for the Learned Societies in early June, our visits continued steadily until completed at the University of Toronto on July 11th.

Our method was fairly clear-cut. All of us visited all of the universities that gave graduate work in political science. We tried, so far as we could, collectively to meet the senior administrative officers in each university, in the respective Faculties of Graduate Studies, and in the Departments of Political Science. At universities that offered only the MA degree we spent one full day, i.e. at Windsor, Waterloo Lutheran (now Wilfrid Laurier), Waterloo, Guelph, and Brock. Université d'Ottawa now gives only an MA in Political Science, but it had at one time given a PhD and it had certain elements of uniqueness, so we spent two days there. All universities that offered the PhD in political science we visited for two days, usually with an evening meeting in-between, i.e. Western, McMaster, York, Toronto, Queen's and Carleton. We did not visit Trent or Laurentian, which do not give MA work in political science. Nor did we visit Lakehead, which had an MA programme in the early proposal stage; Lakehead representatives arranged a meeting with us in Toronto, which provided us with helpful information on the problems of the non-graduate departments.

We tried to see as many department members as possible, preferably on a one to one basis or in small rather than large group settings. In the larger departments, particularly York, Toronto, and Carleton there was no possibility of meeting individually with all faculty. Our desire to meet with graduate students individually was also thwarted by the exigencies of time. Accordingly, group sessions with graduate students were our main, although not our only, means of sounding out graduate student opinion.

We made also an effort to see the chairmen of other departments, mainly in the social sciences, in order to get an impression of the Department of Political Science from within the university, but from outside the discipline. We thus frequently consulted chairmen of Departments of Economics, History, Geography, Sociology, and occasionally of Philosophy and Law. One or more of us visited the Library at each university to talk to the acquisitions or subject librarian in political science, and especially to walk around the stacks, to see government document collections, periodicals, both back files and present issues, and the critical political science sections from HX to JX. We also visited computer installations, and made inquiries of their adequacy and availability for faculty and graduates.

Undoubtedly for university departments visitations of this kind must have been an unnerving, even on occasion traumatic experience; nevertheless we have received every kind of cooperation wherever we went and not a little personal kindness. We should here like to thank colleagues (and their wives) who often went out of their way to be helpful.

We descended on the universities without much preliminary notice. The disadvantages of late-May to early-July visits were obvious; graduate students in particular were often already away on research or otherwise out of reach, and the same can be said of a number of faculty. However, the Spring and Summer timing of our visits had two main compensating advantages. It made possible the provision of a draft report before Christmas, 1973, a deadline we set for ourselves in accordance with ACAP priorities. It had the further advantage that we did not inflict ourselves on departments in the full swing of their teaching and university committee responsibilities. In short, we were reasonably satisfied that the arrangements suited our purposes, though at some inconvenience we suspect, to the faculty and administrators of the departments and universities.

Nature of the Task

M.A. programmes in political science across Ontario universities are not the same. Ph.D. programmes are not the same. Nor are Departments of Political Science or universities. These commonplaces are of major significance for our report. Political science departments differ, often widely, in focus, character, and sense of purpose. And they are continually changing the emphasis and direction of their own programmes.

Our analysis of the graduate activity of the Departments of Political Science in Ontario will have, therefore, several weaknesses. We cannot pretend to have mastered completely the intricacies of each department's internal working arrangements or those of the university in which it is situated. No doubt the distinction between the formal regulations of graduate programmes and actual practice sometimes eluded us. Nor could we come to know in any intimate way the work of each individual in every department. The knowledge we acquired was obtained either from a mass of specially provided data, published materials, or a visit over one or two days. It was supplemented by the extensive prior knowledge of individuals and departments which we already possessed. We readily admit that one or two days in the on-going development of a department or university permits only a very narrow perspective. Consequently, some of what we write here may already be outdated by changes that have taken place in any of the twelve graduate universities since the Spring and Summer of 1973. In spite of these qualifications we are confident that the broad picture we outline is an accurate portrayal of graduate studies in political science at the time of our visit, and one which will remain generally correct when this report is discussed by the relevant constituencies, and subsequently published. We trust that in that discussion, our assumptions, both explicit and implicit, such as those that underlie manpower planning, the strong M.A., and the requirements of the Ph.D. in contemporary political science, will be examined in the on-going dialogue of which this report can be but an introduction.

In one respect all Political Science Departments in Ontario are the same. They all draw their funds from the Ontario government in exactly the same amount per student. In this sense it could be said that all departments are equal that offer the same degree. An M.A. student at a smaller institution draws in as much to his university as does his fellow M.A. at a large one.

There is at least one real consequence of this state of things. The government of Ontario, for better or worse, has 15 degree-granting institutions for its nearly 8 million people. Twelve of them offer graduate work in political science. We have heard it said that the setting up of some of these institutions over the past decade was a profound and expensive mistake. Mistakes may indeed have been made. It is now probably bootless to inquire into them. There the universities are, buildings, libraries, professors, administrators and students, all supported with taxpayer's money. There is no doubt of the reality of all of them. We are concerned here not with the question of their existence, but with their effects on graduate studies in political science and of devising an ordered way of looking at them for the future.

Sources and data

We have made use of a great variety of sources of information. Most of them are indicated in the text or footnotes. On occasion we have quoted from personal interviews or department documents generously provided to us. We have not provided citations for such quotations. This report is based on information and data made available to us up to the summer of 1973; only occasionally have we made use of more up-to-date information which has been kindly supplied to us by various departmental representatives at the Discipline Committee meeting of January 10, 1974.

We have made innumerable demands on the time and patience of Dr. M. A. Preston, and his staff, who have helpfully provided us with much information. A great deal of the most vital information came from personal talks with colleagues at the different universities, from innumerable chats over real or ersatz coffee; most of all, perhaps, it came from a sense of confidence engendered by one academic's respect for another, the sense that if a department's problems were to be understood from outside the university at all, they were apt best to be understood by a fellow worker, if not from the same vineyard, at least from a neighbouring one. We were often struck by this kind of professional confidence and courtesy from all levels of the university, from students, staff and presidents alike, and it has made bearable a gruelling task. We hope that it is not altogether a thankless one.

Chapter 2

Development of Political Science in Ontario and Canada

Until the 1960s political science in Canada was a small struggling discipline, a condition it shared with most of the other social sciences. A brief historical survey will help to set the events and developments of more recent years in perspective.

Prior to World War I political science had not emerged as a distinct discipline with a subject matter clearly differentiated from that of history, law, or economics. Study of the domestic political system - the natural subject for a nascent discipline - was poorly developed. The extensive use of British scholars, probably necessary in the early years, delayed the adaptation of the incipient social sciences to the Canadian context.

There were several major events in the development of political science between the two World Wars. Canadian scholars with a research focus on the Canadian polity appeared in small numbers. The Canadian Political Science Association was revived in 1929-30, thereby bringing back to life a body which had been dormant since its founding in 1913. The professional journal of the association, the Canadian Journal of Economics and Political Science, commenced publication in 1935. Both the Association and the Journal were joint ventures with economists, as were the bulk of the departments in which political scientists were then located. The link with economics was a product of necessity, as the small numbers in each discipline, particularly political science, precluded their separate autonomy, and also of the disciplinary considerations embodied in the political economy tradition. The latter linked political scientists and economists together in a joint study of the positive role of government in the continuing creation of a viable Canadian polity.

By mid century the outlines of the Canadian political system had been delineated in two texts, H. McD. Clokie, Canadian Government and Politics (Toronto, 1944), and R. M. Dawson, The Government of Canada (Toronto, 1947), and in two comparative works, J. A. Corry, Democratic Government and Politics (Toronto, 1946), and A. Brady, Democracy in the Dominions (Toronto, 1947). Limited contributions to non Canadian subjects had begun to appear, although such contributions were proportionately less frequent than they were later to become. Distinct professional identities as political scientists had emerged, and the nature of the discipline in Canada was increasingly a subject of introspective attention.

By 1950 there were 30 political scientists in Canada, less than the number in several of the present departments. With the exception of Toronto, Queen's, and McGill they were scattered in ones or twos across the country. Limited graduate work was undertaken in Canada, particularly at the Ph.D. level. The bulk of existing faculty had received their graduate education abroad, either in the United

Kingdom or the United States.[1]

……

The growth of the Canadian political science community from 30 faculty in 1950 to 664 in 1972-73 occurred at a time when the discipline was undergoing major changes. The transformation of the post World War II world elicited numerous new subjects for research. Third-world studies, particularly dealing with Africa and Asia, became prominent. The emergence of mainland China under Mao altered both Communist and Chinese studies. Political science became much less Eurocentric in subject matter. For Canadian scholars the United Kingdom declined in popularity as a subject of research and of courses, and the modern Commonwealth attracted proportionately less research interest than had the old Empire and the white Dominions. The language of political analysis continued to change. New foci of research stimulated the creation of new concepts,such as political development and modernisation. Narrowly defined institutional studies came under attack as dealing with form rather than substance. The availability of new technology greatly increased the data handling ability of political scientists, facilitated quantitative work, and gave support to the advocates of a science of politics. The movement to develop the latter, which went under the general rubric of behaviouralism in the United States, spread to Canada. 'Numeracy' was added to 'literacy' in the pantheon of desirable skills required by the no longer existent 'compleat' political scientist. The controversy over behaviouralism, coupled with the extensive employment of American born and/or trained faculty in Canada, raised for the first time an 'Americanisation issue' in Canadian political science. By the early seventies normative and historical political theory seemed to be experiencing a revival, and elements of a 'post-behavioural' revolution could be sensed in Canada as in the United States. A final recent development meriting notice is a growing interest in the domestic political system, which feeds on nationalist trends in the country, and the political crisis of the past decade, and manifests itself in Canadian studies programmes. Within the field of Canadian politics a marked increase of interest in provincial political systems, and to a lesser extent local government, has become evident in recent years.

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[1] R. MacGregor Dawson's 1950 report to the Social Science Research Council is a useful commentary on the state of "Political Science Teaching in Canada" at the time. Reprinted in the Newsletter of the Canadian Political Science Association, Vol. II, No. 4, March 1973.

The continuing growth of a professional identity combined with the increase in the number of political scientists to encourage the separation of political science from economics. The link with economics had come to be viewed as a burden rather than a mutually beneficial relation by most political scientists. The original Canadian Political Science Association was split into two parts in 1967, each with its own specialized journal which commenced publishing in 1968. The same factors were at work at the department level, separating political scientists and economists into their own departments. Of the fifteen universities in Ontario only the University of Toronto keeps the two disciplines within the same departmental jurisdiction. Political science separated from economics at Western in 1962, and Queen's and McMaster in 1965.

The development of political science in Canada with its own disciplinary identity, and the infrastructure of an association and a journal was the Canadian example of world-wide phenomena, summed up by Gene Lyons as "Globalizing the Social Sciences."[1] This refers to the diffusion of social science throughout the world, and the resultant emergence of sizeable communities of social scientists outside the United States. The resultant increase in the national heterogeneity of the international scholarly community changes the disciplinary environment to which all political scientists relate, with consequences not yet worked out.

....

Within Ontario political studies developed an increased pluralism of orientation and subject matter. The approach through history and institutions, plus surviving elements of the political economy tradition, continued to find a haven at the University of Toronto. Western has remained firmly wedded to a traditional brand of political science, with the former chairman displaying a strong historical orientation. The Institute of Behavioural Research at York and the interests of various faculty members in the Department of Political Science constitute a strong focus for behavioural perspectives. African studies developed strongly at Toronto and Carleton, two institutions which also moved decisively into the Soviet and East European field. Political philosophy at the University of Toronto was built up to become one of the most impressive concentrations of distinguished and promising political philosophers in North America. The study of elections was pioneered at Queen's by Meisel. Carleton responded to locational considerations by building up strength in Canadian politics and public administration. The smaller departments, struggling to create a niche for themselves, sought their own elements of distinctiveness. These developments represented a process of sorting out by which individual departments, in addition to covering a common core of political science, partially differentiated themselves from other departments in the same jurisdiction.

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[1] Gene M. Lyons. "Globalizing the Social Sciences," PS, Vol. VI, No. 1, Winter, 1973.

The process was not always conscious or consistent, as most departments had insufficient knowledge of developments elsewhere. Specialisation, or the appearance of it, was stimulated by the increasing scrutiny of the Ontario Council on Graduate Studies and of ACAP, which induced departments to justify their presence in graduate work by finding or creating elements of uniqueness in their offerings to refute charges of duplication. Thus one M.A. proposal from a small department was "designed to fill a significant gap in Ontario graduate studies in politics." The specialisations of another department seeking entry to doctoral work were designed to "supplement - rather than duplicate - other political science Ph.D. programmes in Ontario." These standard, somewhat ritualistic assertions were also designed to attract graduate students by the distinctiveness of department offerings and thus bring to universities the much sought after BIU dollars which came with the students. Finally, this process of departmental differentiation was also seen as part of a desirable division of labour which allowed or justified particular departments remaining weak in specific fields because some other department had strength in those fields.

This abbreviated description of disciplinary change and institutional development is indicative rather than comprehensive. It illustrates the elementary point that political science is a constantly evolving enterprise in which research interests and methodologies undergo continual alteration. While it would be an exaggeration to assert that the only constant was change, it is abundantly clear that many of the research foci, teaching interests, and areas of greatest contemporary disciplinary concern could only have been roughly anticipated by the most astute political scientists of a decade earlier. The world under examination, and the concepts and tools employed in its analysis were both transformed, a process of change which will continue in the next decade in ways only dimly discerned by contemporary political scientists. This consideration must be viewed in light of the fact that particular foci of research, and the varying methods for their examination are differentially distributed within the departments which make up the Ontario system. In the period of faculty expansion, now temporarily ended, the capacity to contribute and respond to changes in the discipline was relatively easy. The generation of an equivalent capacity in times of relative faculty stability is much more difficult, but it is certainly aided by the plurality of departments in Ontario and the competitive relations between them.

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The explosive increase of university students in the sixties precipitated a dramatic expansion of political scientists in Canadian universities, as indicated in Table 1

Table 1[(a)]

Number of Political Scientists Teaching in Canadian Universities 1950-1973

1950-51	30
1964-65	184-200
1966-67	over 250
1970-71	517
1972-73	664

(a) Compiled from data presented in C. B. Macpherson, "After Strange Gods: Canadian Political Science 1973," mimeo, pp. 6-7.

According to the Hull Survey from which the figures for 1970-71 are taken, 259 of 517, or almost exactly 50% of political scientists in Canada are attached to Ontario universities.[1]

The remarkable increase in political science faculty in Ontario is indicated in Table 10 Chapter 3. The number of political scientists increased almost tenfold from 1960 to a figure of 306 in 1973.[2] This growth reflected the expansion of old departments and the creation of new departments in new universities. The older departments increased proportionately less than the system as a whole, but even Queen's, which experienced the slowest growth rate, increased fourfold from seven to twenty-eight, from 1960 to 1973. York, which commenced at the beginning of the sixties, grew to forty-eight political scientists by 1973, and displayed the most dramatic growth of the new departments in the new universities.

In 1958 Ontario had six universities,[3] Carleton, McMaster, Ottawa, Queen's, Toronto, and Western. Two new universities developed from institutions formerly affiliated with older universities. The University of Guelph developed from Ontario Agricultural College, Ontario Veterinary College and Macdonald Institute, formerly affiliated with the University of Toronto, and received formal university status in 1964. The University of Windsor, created in 1962, was built on Assumption College, which had been previously affiliated with Western. Other institutions were created at the following times, Waterloo 1959, York 1960, Laurentian 1960, Brock 1962, opening in 1964, Trent 1963 and Lakehead 1965. Waterloo Lutheran University a private institution,was accorded provincial status in 1973 and renamed Wilfrid Laurier University. Thus by 1973 the six universities of fifteen years earlier had grown to fifteen, all with departments of political science, twelve of them offering M.A. work, and six of them active at the doctoral level. Only three of the smaller, newer departments have remained entirely out of graduate work in political science, Trent, Laurentian and Lakehead. With the exception of York all the institutions offering Ph.D. work are in the pre 1960 universities.

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[1] W. H. N. Hull, "The 1971 Survey of the Profession," Canadian Journal of Political Science, Vol. VI, no. 1, March 1973, p. 96.

[2] Excluding the non-graduate departments of Trent and Laurentian for which data was not assembled.

[3] Not including Royal Military College at Kingston which was and is under federal jurisdiction.

The simultaneous emergence of a large community of political scientists in Ontario and extensive work at the graduate level was supported by generous government financing. For the system as a whole, graduate programmes, especially at the doctoral level, were a response to the optimistic mood of higher education in the sixties, and the faculty shortage revealed by rapid expansion. The requirements of the system coincided with the self-interest of faculty members and departments. The large departments eagerly undertook Ph.D. work. Smaller departments sought a niche for themselves at the M.A. level at a time when expansion and optimism were standard. A graduate programme, according to one of the smaller departments, "is a necessary complement to and a fulfilment of an undergraduate program." In light of their own rapid growth and that of others some small departments projected existing trends into the future and saw their own development in terms of increases in faculty size, ultimately leading to the provision of doctoral work.

It was argued that graduate work, especially at the doctoral level, was necessary to keep faculty up to date, and active at the frontiers of their fields. The stimulation thus acquired would feed into undergraduate programmes which would become beneficiaries of graduate expansion. Further, the necessary teaching assistants required by expanding undergraduate enrollment could be obtained from a growing graduate student body. If, in the process of expanding graduate activity, faculty acquired research assistants that was an added boon not lightly to be overlooked. In general, graduate programmes came to be viewed as necessary to get and retain gifted faculty.

The research orientation evoked by developing professionalism led faculty to think of their discipline less as something to be handed down and taught to undergraduates than as something to be constantly created. New faculty fresh from their own graduate work in mature departments saw the development of graduate programmes as necessary indicators of an equivalent maturity in the new universities to which they came to teach. Their attitude placed a premium on what Bonneau and Corry called frontier research,[1] with a consequent lessening of interest in undergraduates, and a heightened desire to contribute to the development of the discipline by turning out the next generation of scholars.

From the perspectives of departments, graduate programmes were prestige symbols which enhanced departmental status and improved bargaining capacity in the intra-university distribution of funds. The institutional aspirations of universities, anxious for a position in the big league of graduate work, added to the momentum. University and department ambitions were given a strong vein of practicality by the major contribution of graduates to university finance, under provincial financing arrangements. Supplementing all of these considerations there was an optimism occasionally bordering on delusion about the possibilities of growth. There was, according to one department seeking entry to doctoral work, "the need for an enormous number of Ph.D.'s in political science."

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[1] L.-P. Bonneau and J. A. Corry, Quest for the Optimum. Ottawa, 1972, Chap. 3.

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The extensive development of graduate work in Canada occurred at a time when Canadian academic life was heavily influenced by trends in the United States. Although a legacy of the British approach to the doctorate as exclusively a research degree had some impact at Toronto and Western, the basic structure of doctoral programmes in political science usually followed the American pattern of courses, comprehensives and a thesis. The underlying premise was the necessity to train professionals in mastery of a complex discipline, as well as providing proof of research capacity. At the M.A. level the older Canadian practice of viewing that degree as a substantial degree requiring a thesis was weakened. In three of the doctoral institutions, including Toronto, it was downgraded almost to the status of a screening mechanism for doctoral students, and became indistinguishable from the contemporary weak M.A. degree in many of the leading institutions in the United States.

The attempt to build up graduate studies in Canada was not only influenced by the structure of American graduate training, but also by the massive output of political scientists produced by the powerful graduate schools of the United States. Table 2 indicates that from 1960 until 1971-72, 5,871 political science doctoral degrees were awarded in the United States, and 32,283 Master's degrees (up to 1970-71 only). This gigantic output by a neighbouring country, with no language barriers in English Canada, and with increasingly similar conceptions of the discipline, had a major spillover effect in Canada. For the period 1970-1972, when the Canadian system was rapidly developing and produced a total of 47 political science doctorates in the country as a whole, an impressive total in contrast to the past, the Canadian effort was dwarfed by the American figures of 2,366 political science doctorates.[1]

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[1] Canadian figures taken from Canadian Association of Graduate Schools, 1972 Statistical Report, Section VI. Data is not directly comparable as Canadian figures refer to calendar years, and American figures to academic years.

The expansion of political science faculty in Canada created a demand which could not be met internally. The large American output constituted a supply whose availability to Canadian employers was facilitated by dissatisfaction with the American political scene. The result was extensive and successful Canadian recruitment in the American market. In 1970-71 19% of political scientists in Canada were born in the United States, and 45% had received their highest degree there. The percentages for Ontario were somewhat lower than for the country as a whole with 14% born in the United States, and

Table 2(a)

Earned Degrees Awarded in Political Science, International Relations and Public Administration in the United States

1960-1972

Year	Master's	Doctor's
1960-61	1,285	254
1961-62	1,512	278
1962-63	1,880	290
1963-64	2,355	336
1964-65	2,655	391
1965-66	3,055	401
1966-67	3,314	425
1967-68	3,672	571
1968-69	3,953	559
1969-70	4,081	634
1970-71	4,251	821
1971-72		911
	32,283	5,871

(a) From Thomas E. Mann, "Employment of Political Scientists in the 1970's: Problems and Prospects," mimeographed paper prepared for presentation at the Midwest Political Science Association, May 3-5, 1973, and distributed under the auspices of the American Political Science Association. p. 11.

42% with highest degrees.[1]

The continuing discrepancy in graduate capacity between the higher education systems of the two countries and the extensive mobility of students and academics in both directions condition the policies dealing with the "appropriate" level of graduate activity in Ontario.[2]

....

The building up of quality departments of political science and distinguished graduate programmes was fraught with difficulties. Rapid expansion in a sellers' market led to a predominantly youthful faculty, usually with Ph.D.s pending. Expansion produced departments almost devoid of older scholars, and incumbents of senior ranks. Attempts to attract established scholars with continuing research interests, known in its more extreme version as the 'star' policy, met with varied success. Of the few such scholars who met department recruiting requirements only a handful could be moved. This was particularly the case in the Canadian politics field where the generation of scholars over forty was negligible in numbers. Competition here was restricted to a reshuffling of a small pool of talent with beneficial effects on the salaries and working conditions of the fortunate few, and little effect on the system as a whole. In the general absence of 'stars' most of the new departments had to settle for less than the instant fame which such faculty were designed to create, and had to fall back on the hiring of young scholars in the hope that most would attain competence, and a few might achieve distinction if given time.

The development of graduate programmes also suffered from an inadequate supply of good students. Canadian students in the social sciences had long been accustomed to taking graduate work abroad, primarily in the United Kingdom and the United States. In his presidential address to the Canadian Political Science Association a quarter of a century ago Professor Henry Angus, a leading Canadian political scientist, stated:

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[1] W. H. N. Hull, "The 1971 Survey of the Profession," Canadian Journal of Political Science, Vol. VI, No. 1, March, 1973, Tables IV and IX.

[2] See Anthony Scott, "The Recruitment and Migration of Canadian Social Scientists," Canadian Journal of Economics and Political Science, Vol. XXXIII, No. 4, Nov., 1967, for a helpful analysis.

> The plain fact is that if I were called on to advise a young Canadian, qualified to undertake a course of advanced study, I should urge him, if at all possible, to seek admission to some of the great universities of the world, and that, if I were considering an appointment in Canada, I should consider a period of study abroad a better preparation for it than a similar period of study in Canada.[1]

While the assumption that the best students should go abroad for doctoral work is now less widespread, it still exists, and it is often fed by the desire to undertake graduate work in the most stimulating environment.

....

The development of graduate programmes was buffeted by an additional range of circumstances which generated considerable turmoil and tension. The multifaceted issue of Americanization, partly a spillover from the larger context of Canadian American relations in political and economic matters, produced controversy not only over issues of nationality and citizenship, but over the direction of political science in Canada. Of more direct impact was the student radicalism of the mid sixties to early seventies with its demands for participation, parity, and relevance. The frequent changes of graduate programmes in this period were partly responses to these student pressures which often were directed to the modification of graduate requirements. The tensions of this period of growth were also evidenced in the rapid turnover of department chairmen, and the widespread tendency to view the acceptance of such minimally attractive positions as responses to duty.

As a byproduct of the frequent revisions of graduate programmes, it was not unusual for a department to have two or three programmes in simultaneous operation as new rules customarily did not apply to older students who did not wish to change. These frequent changes, which reflected faculty inexperience and the rapidity with which programmes were initially developed, did not always still student discontent and often contributed to faculty uncertainty. The building of effective graduate programmes proved to be a time consuming, enervating task.

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[1] H. F. Angus, "Graduate Studies in the Social Sciences," Canadian Journal of Economics and Political Science, Vol. XV, No. 3, Aug., 1949, p. 300.

One department, reviewing its M.A. programme after several years of operation, concluded as a result of its own appraisal that the programme "must either be upgraded in content and structure or it must be abolished." The crucial explanation for the deficiencies at the graduate level was that the "main concern" of faculty was with the undergraduate programme. The report of another department, currently reviewing its M.A. programme, observed:

> Stated baldly, the committee feels that the M.A. programme is a poor, undernourished relative of the undergraduate programme, located more in the recess of the minds of the faculty members. Some of the reasons for this relationship are not far to seek. In the first place the numerical size of the undergraduate programme is overwhelming. Second the undergraduate programme is incomparably crucial to the survival and growth of the Department and therefore commands in many respects the almost exclusive attention of some faculty members....the impact of the graduate programme on the Department is so minimal that its disappearance would hardly be noticed but for the fact that it would entail a reduction in staff....A third reason for the present state of affairs may well be that the programme was prematurely introduced and has never fully overcome its origin.

While these pessimistic self-appraisals may not have been ubiquitous, they were certainly not exceptional. The departments active only at the M.A. level provide an impression of struggling to attract a student body adequate in size to offer more than a handful of courses. The tendency of graduate courses in departments not offering the Ph.D. to be reduced to de facto tutorials is indicative.

At the Ph.D. level it was widely stated that student quality was too low, and that government financing had induced a larger intake than quality considerations required. The fact that all doctoral programmes were in their infancy - realistically this was even true of the University of Toronto - added to the gloomy introspective analyses. The optimism with which programmes commenced was battered by the absence of any completions for several years, their final slow but still minimal emergence, and the recognition of the immense burdens imposed by thesis supervision and preparation of students' comprehensives. The time consuming obligations of doctoral supervision tended to reduce the amount of time devoted to the M.A. programme, and often led to the discouragement or elimination of the thesis option for that degree. Some of the faculty discontent was doubtless ritualistic, and much was exaggerated. It reflects the unavoidable drain on faculty energies which go into the building of graduate programmes, particularly when there are not enough good students to go around. However, we do not entirely discount the widespread concern about the quality of existing programmes and their capacity to turn out first rate graduates. The combining of faculty and students into an organisational context capable of generating exciting and fruitful academic interaction is a difficult problem that not all departments have solved.

An aspect of graduate programmes seldom given the attention it deserves is administration. In particular, there is often a surprising lack of knowledge about elementary and crucial data pertaining to the programme. Continuously updated data on failure rates, attrition, and completion rates constitutes essential feedback seldom readily available at the department level, or elsewhere for that matter. While this happy anarchism is justified on various grounds - usually some version of the argument that academic administration is sui generis - its most significant consequence is ignorance. Institutions receiving extensive public funds to undertake specific tasks of value to society, tasks which at the Ph.D. level may involve the lives of young adults for several years, have an obligation to generate feedback on the efficacy of their operations.

....

The growth of the Ontario political science community has produced a range of political science departments from the fifty-nine of Toronto to the seven of Wilfrid Laurier in 1972-73. York and Carleton built up large departments. Queen's, McMaster, and Western established middle sized departments, although only Queen's has established a prominent place for itself at the doctoral level. The correlation between faculty size and extent of participation in graduate work is clear and to be expected. All of the six largest departments offer doctoral work. The smallest department at the Ph.D. level has more faculty than the largest department operating at the M.A. level. Significantly, the two departments least solidly entrenched at the doctoral level, McMaster and Western, are the two smallest of the six Ph.D. granting institutions. Further, the only two M.A. departments indicating faint hopes for doctoral status, Ottawa and Windsor, have the largest faculties of those departments operating only at the M.A. level.

Table 3

Graduate Departments of Political Science in Ontario Universities in 1972-73: Number of Faculty and Degrees Offered

Universities	Number of Faculty[a]	Degrees Offered
Toronto	59	MA/Ph.D.
York	48	MA/Ph.D.
Carleton	38	MA/Ph.D.
Queen's	28	MA/Ph.D.
Western	25	MA/Ph.D.
McMaster[b]	20	MA/Ph.D.
Ottawa[c]	17	MA
Windsor	16	MA
Guelph	15	MA
Waterloo	13	MA
Brock	12	MA
Wilfrid Laurier[d]	7	MA

(a) Compiled from data provided by the Discipline Committee.

(b) McMaster Ph.D. programme is under embargo and can add no new students.

(c) Ottawa's Ph.D. programme temporarily discontinued except for one student still registered.

(d) M.A. programme has not yet passed official ACAP appraisal.

The granting of M.A. and Ph.D. degrees for the five year period 1968-69 to 1972-73 is one measure of the differential contributions of each department to graduate work in the province.

Table 4[a]

M.A. and Ph.D. Degrees by University 1968-69 to 1972-73

- Aggregate Figures -

University	M.A. Degrees	Ph.D. Degrees
Toronto	198	25
McMaster	104	-
Carleton	56	7
Queen's	53	8
York	39	2
Ottawa	31	-
Western	28	-
Waterloo	25	-
Windsor	23	-
Guelph	15	-
Wilfrid Laurier	2	-
	574	42

(a) Compiled from data provided by the Discipline Committee.

The distribution of full-time and part-time Ph.D. students in the six doctoral programmes also reveals the preeminent position of the University of Toronto, which has only a little less than half of the province's doctoral students. The numerical contribution of Western is minimal. The other four institutions have roughly similarly sized graduate student bodies, although McMaster's numbers have been kept down by the embargo. It is noteworthy that there is only a rough correlation between faculty size and graduate student doctoral population.

Table 5[a]

Registered Students in Ontario Doctoral Programmes 1972-73

Full-time and Part-time by University

University	Full-time Students	Part-time Students	Full-time plus part-time
Toronto	96	24	120
Queen's	27	13	40
Carleton	24	7	31
York	29	6	35
McMaster	23	0	23
Western	4	6	10
	203	56	259

(a) Compiled from data provided by the Discipline Committee.

No department enjoys the dominating position at the M.A. level enjoyed by Toronto at the doctoral level. Although the University of Toronto still has the largest programme, by a considerable margin if full-time students only are considered, the ten remaining departments, (the Brock programme is just commencing), have 79% of the full time enrollment and 83% of the combined full time/part time M.A. enrollment.

Table 6[a]

Registered Students in Ontario M.A. Programmes 1972-73

Full-time and Part-time by University

University	Full-time Students	Part-time Students	Full-time plus part-time
Toronto	52	12	64
McMaster	33	5	38
Western	30	32	62
Ottawa	26	21	47
Carleton	23	17	40
Waterloo	23	9	32
York	18	5	23
Windsor	16	9	25
Queen's	15	12	27
Guelph	5	2	7
Wilfrid Laurier	9	0	9
	250	124	374

(a) Compiled from data provided by the Discipline Committee.

The institutional pluralism of the Ontario system of higher education has a noticeably greater impact at the M.A. level than at the Ph.D. level. The requirements of faculty quality and numbers, and such related features as library strength, are much less demanding at the M.A. programme level. Even so, as our later discussion will reveal, some of the M.A. programmes can only be described as marginal.

....

Proximity to the United States with its large political science community tends to blind political scientists in Ontario (and Canada) to their numerical strength and potential significance for the discipline. Ontario, with one half the political scientists in the country, has a political science community larger than that of most nation states. What happens to political science in Ontario is crucial for political scientists elsewhere in Canada. According to the Hull survey, employing 1970-71 data, Ontario with 36% of the country's population had 50% of the political scientists in the country, 72% of the faculty with more than five publications, 59.6% of total publications, and was responsible for 53.4% of work in progress. Ontario political scientists had received 66.8% of total research funds granted among the political scientists surveyed. Sixty percent of the full professors and 60% of the faculty with more than 10 years academic experience resided in the province.[1] The most recent country-wide graduate statistics available provide another measure of the significance of political science in Ontario. In 1971-72 Ontario graduate programmes had 71% of the full time doctoral students in the country (218/307), and 47% of the full-time M.A. students (192/412). In 1971 Ontario produced 11 of the 16 doctoral degrees in political science and 171 of the 228 M.A. degrees awarded.[2]

The tenfold increase in political scientists in Ontario since 1960 is dramatic. Of the thirteen institutions which provided us with data only two, Lakehead and Wilfrid Laurier, have smaller faculties than that of the University of Toronto in 1960. This growth is not always perceived because many faculty are still professionally invisible with Ph.D.s only recently completed, or still pending. Even if faculty populations remain stable the maturing of individuals and departments in the next decade should produce a marked increase in publications and a heightened awareness of collective disciplinary competence and strength.

In institutional terms the growth of old departments, and the creation of new departments, the development of twelve M.A. programmes, and of six Ph.D. programmes are remarkable collective achievements. The question of how these resources can best be used at the graduate level is a complicated question to which the remainder of this report is devoted.

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[1] Hull, "The 1971 Survey of the Profession," various tables.

[2] Compiled from Canadian Association of Graduate Schools, 1972 Statistical Report.

Chapter 3

The Political Science Manpower Problem

The purpose of the ACAP assessments, as previously stated, include the attainment of desirable staffing, quality programmes, and appropriate and corresponding enrollments consistent with available resources. The assessments are designed to aid in planning.[1] It is our committee's task to deal with the political science component of this assessment. Toward this end, we shall provide some statistics on the state of the discipline and trends in Ontario with a comparative glance at developments in the United States, where considerable attention has been given to these matters. Then, after a brief consideration of the M.A. degree programmes in Ontario, we shall consider alternative approaches to the Ph.D. manpower problem. We conclude with several recommendations.

....

First, our Committee must recognize some of the limitations under which it has approached its task. We have been made all too aware of the slippery nature of the data we have encountered in the preparation of this report. Even historical data for the last five years must be approached with extreme caution. Elementary information, such as the number of faculty in the system in the last five years, proves extraordinarily elusive. Although we have employed the data provided to us by the Discipline Committee on faculty numbers, we have done so with the recognition that the same department has often produced quite different totals of its own department faculty in the various data sources in which this information appeared. Data which presumably is required for the effective functioning of universities under the present system of government financing is inconsistent.[2] Thus we lack accurate data about the number of graduate students in the Ontario system in the last five years. Information provided in the 1972 Statistical Report of the Canadian Association of Graduate Schools for 1969-70, 1970-71, and 1971-72 displays marked divergence from data provided by the Discipline Committee, as Tables 7 and 8 make clear.

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[1] See M. A. Preston, "COU Activities in Graduate Studies, 1971-72," pp. 5-9.

[2] It is not even possible to provide hard data on the number of M.A. and Ph.D. degrees awarded in political science. It is difficult to reconcile the numbers provided by the Discipline Committee with those provided by CAGS, although this may partly reflect differences in the reporting year used by the two sources.

Table 7

Doctoral Students in Ontario Universities in Political Science

1969-70 to 1971-72 - Alternative Estimates

	CAGS Totals (Full-time, part-time in brackets) (a)	Discipline Cttee Totals (Full-time, part-time in brackets) (b)	Difference (CAGS less Discipline Committee)
1969-70	209 (171,38)	160 (125, 35)	49 (46, 3)
1970-71	239 (190,49)	177 (126,51)	62 (64, -2)
1971-72	290 (218,72)	231 (167,64)	59 (51,8)

(a) Canadian Association of Graduate Schools, 1972 Statistical Report, pp. 116-17.

(b) Data provided by the Discipline Committee.

Table 8

M.A. Students in Ontario Universities in Political Science

1969-70 to 1971-72 - Alternative Estimates

	CAGS Totals (Full-time, part-time in brackets) (a)	Discipline Committee Totals (Full-time, part-time in brackets) (b)	Difference (CAGS less Discipline Committee)
1969-70	387 (308,79)	305 (223,82)	82 (85, -3)
1970-71	398 (288,110)	332 (226,106)	66 (62,4)
1971-72	305 (192,113)	292 (180,112)	13 (12,1)

(a) Canadian Association of Graduate Schools, 1972 Statistical Report, pp. 116-17.

(b) Data provided by the Discipline Committee.

Further, we do not pretend to have special expertise in manpower planning and with demand-supply projections. In our analysis, we have consequently depended on the analyses of those whom we consider to be better qualified to comment in this controversial area. Again,we are skeptical of reliance upon single and exclusive approaches, and we have therefore indicated certain of the alternative points of view which should be considered. Our position will

I

As an introduction, we shall indicate certain of the trends and developments in Canada affecting higher education in general and political science in particular.

1. The changes in the rate of growth of graduate work in Canada are illustrated by the fact that there were in 1967-68 some 19,668 full-time graduate students in Canada, whereas in 1970-71 this number had increased by 47% to 29,002. This rapid rate of increase had slowed by the fall of 1970 to a growth of only 3.7% annually and it had declined to 0.1% annually in 1971.[1]

2. In Canada, the decline in the birth rate in the second half of the 1960's will affect particularly the number in the 18-24 year age group in the 1980's. From 1971-1980 there will be a "modest increase" in the number of 18-year-olds. The peak in number will be reached in 1980, after which there will be a decline, and not until 1991 will the 1971 level again be reached. However, special note must be made of the somewhat special development in overall graduate enrollment in Ontario, which showed a decline in the fall of both 1971 and 1972.[2] Somewhat comparable trends in enrollments are projected for the United States.[3]

3. Tables 7 and 8 indicate different estimates of the number of political science graduate students from 1969-70 to 1971-72. Both estimates indicate increases in total doctoral enrollment from 209 to 290 (CAGS figures), or 160-231 (Discipline Committee figures). Both estimates indicate a decline in M.A. enrollment for the period, 387 to 305 (CAGS figures), or 305 to 292 (Discipline Committee figures). Discipline Committee figures indicate an increase in doctoral enrollment figures to 259 for 1972-73, and an increase in M.A. enrollment to 374.[4]

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[1] M.A. Preston, op. cit., pp. 2-3.

[2] Commission on Post-secondary Education in Ontario, The Learning Society, Toronto, 1972, pp. 151-56, and esp. Table 8.3.

[3] The latest projection in 1973 of the Carnegie Commission on Higher Education, in a special release of September 23, 1973, p. 3, indicates that there has been a levelling off of high school graduate rates along with a sharp decrease in the white male enrollments in higher education since 1969, and a "much less rapid" increase in graduate resident enrollment than the Commission had projected as recently as in 1971.

[4] The discrepancy is mostly accounted for by the fact that in the CAGS forms the total enrolment in the Department of Political Economy of the University of Toronto is shown under the political science category. This includes economics and public administration as well as political

The number of graduate degrees awarded by Ontario political science departments from 1968-69 to 1972-73 is shown in Table 9.

Table 9(a)

Graduate Degrees in Political Science in Ontario by year 1968-69 to 1972-73

	Ph.D.	M.A.
1968-69	6	68
1969-70	6	102
1970-71	10	144
1971-72	4	132
1972-73	16	128

(a) Data provided by the Discipline Committee.

4. The number of "academic political scientists" in Canada, according to a recent report by W. H. N. Hull,[1] has increased from 184-200 in 1964-65 to 517 in 1971. The chances are good that the political scientist received his "first degree from a Canadian university" (57.2%) and "are fairly great that his highest degree is non-Canadian" (27.4% Canadian as compared to 45.1% U.S. final degrees). This "profile of the profession" indicates that the political science faculty has grown rapidly, is weighted toward the lower academic ranks (fifty-fifty chance of being an assistant professor), is relatively young (fifty-fifty chance of being age 35 or under), and is predominantly male (93.2% in 1970-71).

Data collected and processed for this Committee from the several departments of political science in Ontario which offer graduate degrees indicate a rapid growth of faculty during the 1960's and a levelling off of this growth after 1970. The number of full-time faculty, including lecturers, for 1960-1973 is indicated in Table 10.

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[1] "The 1971 Survey of the Profession," pp. 89-95, and Tables.

Table 10[a]

Number of Faculty in Ontario Political Science Departments by University - 1960-1973

University	1960-1	1963-4	1966-7	1969-70	1970-1	1971-2	1972-3
Brock	--	--	3	8	10	11	12
Carleton	7	10	16	31	36	39	38
Guelph	--	--	3	9	10	13	15
Lakehead[b]	--	--	3	7	7	7	8
McMaster	2	4	7	19	19	23	20
Ottawa[c]	--	--	9	13	14	15	17
Queen's	7	9	16	26	29	27	28
Toronto	10	16	30	52	59	63	59
Waterloo	1	4	7	11	11	14	13
Wilfrid Laurier	1	2	4	5	8	7	7
Western Ontario	4	5	9	13	20	24	25
Windsor[c]	--	--	6	13	13	14	16
York	--	4	15	21	34	36	48
Totals	32	54	128	228	270	293	306

(a) Data provided by the Discipline Committee. Figures are not always directly comparable as there are inconsistencies in the departmental definitions of faculty. Also faculty totals data provided by departments in other contexts does not always agree with the above figures.

(b) Lakehead has been included because it has made application to institute an M.A. degree programme. Data was not available for Trent or Laurentian, or any other institutions, such as junior colleges, which do not offer graduate degrees in political science.

(c) No figures available for 1960-61 and 1963-64.

5. The projections of future growth in faculty size and graduate student enrollment must take into account many uncertainties and contain a large element of guesswork, even when they carry Administration endorsements. We have included in the Appendix Tables presenting department "plans" for graduate student populations to 1977-78 at both M.A. and Ph.D. levels. These figures, which were requested by the Discipline Committee, should be treated with extreme skepticism. The University of Toronto estimates were accompanied by the following statement:

> The University of Toronto wishes to draw attention to the very real difficulty of indicating the University's future commitment to any discipline, given the number of variables involved in establishing projections such as enrolment and budgetary needs. Future graduate enrolment in a discipline will depend on the level of government support, variations in the job market, the outcome of assessments such as these, and other variables, none of which are easily predictable. Nor do we have adequate information on funding into the future, plans of many other faculties and divisions or of other universities, which would permit us to make realistic choices and to guarantee support to any single discipline while withholding it from others.

The generally conservative tone of the department estimates is notable, although most departments have some slack which would allow them to add more students without adding to faculty.

6. With regard to projected faculty size, a typical report comes from York University which expects that "the next five to ten years will be a period of consolidation of graduate studies in political science.... Future [faculty] growth will likely be non-existent or limited to a few additional full-time appointments. On the other hand, attrition will probably be minimal." The department at Carleton anticipates a small increase in faculty size from 39 in 1973-74 to 45 in 1976-77. Waterloo Lutheran, which recently acquired provincial status as Wilfrid Laurier University, understandably expects a substantial increase in its small faculty in the next five years. Most other departments anticipate either the maintenance of the status quo or a limited number of faculty additions. It must finally be noted that no department projects any permanent reduction in the size of its faculty. And, to repeat, the element of guesswork in their future projections requires caution in attaching any weight to them.

7. Outside of data on the numbers of graduate students who are working for the M.A. degree and the numbers of M.A. degrees which

are awarded in political science, other types of data bearing on questions of demand and supply for M.A. degree holders are either lacking or incomplete. Particularly is this true for data on the demand for new M.A. degree holders and for the present location and occupation of past recipients of the degree. Some studies of demand and supply for M.A. degree holders have been planned, and at least one has been initiated by officials in the federal Department of Manpower and Immigration. This study in its tentative form has been subjected to some criticism, but a final version, "when cleared by the Department," has been promised to our committee. So far, it has not been forthcoming.

One illustration of the difficulties facing political scientists in such work lies in the fact that political science, unlike economics, statistics and sociology, does not carry a separate occupational or "group" classification in the federal public service. Our knowledge of employment in the federal public service is therefore limited, though we know that the number of graduate political science degree holders in the federal public service is small.[1] Again, outside of scattered data provided by the universities themselves for the past several years, we do not have any reliable source for information on what happens to the M.A. degree holder when he first procures the degree. In view of the speculative and unsatisfactory character of any projections based upon such data and the accompanying guesswork, we have largely eliminated consideration of the M.A. degree holder from our subsequent discussion.[2]

II

Since the demand and supply of Ph.D. recipients has been more fully and adequately explored, we shall confine our examination of the manpower problem largely to this category of political scientists. Initial discussion will focus on a major complicating factor often given inadequate attention in academic planning.

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[1] After making a special survey at our request channeled through Senator Henry D. Hicks, the Public Service Commission reported that there were in October, 1973, 188 members of the federal public service with M.A. degrees and 23 with Ph.D. degrees. We lack information on how many M.A.s were also ABDs.

[2] It is consequently our view that conjectures regarding the market for M.A.s in political science based upon the actual numbers of M.A.s awarded in Canada and Ontario during the past few years and related to the anticipated growth in the G.N.P. in Canada and Ontario are too speculative to have any validity. The Economics Assessment Committee, with more complete data than was available to the political scientists, utilized the known flow of M.A. degree holders and related it to the growth in the G.N.P., in the light of certain assumptions regarding migration and Ontario's percentage of the market for new M.A.s, and caveats regarding declining graduate enrollment and other matters. On this basis, the Economics Assessment Committee ventured some highly tentative and cautious projections regarding the "Demand for M.A.s in Economics to 1982-83."

Academic planning at the doctoral level typically focuses on demand for Ph.D.s (or ABDs) as the major uncertainty. Supply is assumed to be much more readily ascertainable. We question this assumption. Our doubts gain added cogency from our anticipation that university employers will increasingly require the Ph.D. for new appointments. Since the present system has a greater capacity to produce ABDs than Ph.D.s, it can be safely assumed that a larger doctoral intake is required to produce a given quantity of the latter than of the former.

We assume that the bulk of the output for the next five years is already in the graduate programmes of the province. Recommendations pertaining to enrollment for 1974-75 will probably have only a negligible effect on output prior to 1979-80. The knowledge that in 1972-73 there were 203 full time and 56 part time doctoral students, with 217 theses underway, does not allow us to predict how many candidates with completed degrees will appear on the market in specific years from 1974-75 to 1978-79. To make that prediction we would have to know the completion rate, defined as how many of a given pool of candidates will complete the degree in 'X' years, 'X + 1', etc. The data provided to us by the discipline committee is of negligible help as it covers too short a time period. We have sparse information on the length of time the 42 recipients of doctoral degrees in the previous five year period took to obtain their degrees.[1]

In the determination of doctoral supply for the future the completion rate is a crucial variable about which we know little. A number of factors encourage us to believe that there will be considerable improvement in the completion rate. The maturing of doctoral programmes and a greater selectivity of doctoral candidate intake should make a contribution. The impact of a tighter employment market and the more effective department supervision which we anticipate and recommend should work in the same direction. But none of these tendencies allow us to be precise as to the extent of the anticipated improvement from the present (unknown) completion rate. Faced with similar uncertainties the geography consultants resorted to a form of 'prediction by fiat' by recommending a great improvement in completion rates so that the "ratio between enrolment for the Ph.D. and degrees granted should approximate 5:1 under conditions of steady-state enrolment.[2]" An equally plausible impressionistic ratio of 5:2 would have cut enrollment requirements in half.

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[1] Carleton University gives 4.7 years as the average completion time for 9 doctoral candidates who registered between 1964 and 1970. A recent American study indicated that the average number of years from the B.A. to the award of the doctorate was 9.6 years for political science degrees awarded in 1972. Only 5.3% received the degree in four years. Peter J. Sackmann, "On Dissertations Revisited," PS, Vol. VI, No. 1, Winter, 1973 pp. 26-27. These figures must be treated with caution, as they do not reveal how much of the post B.A. period was actually devoted to graduate work. See the comment of Jean P. Richert, "To the Editor," PS, Vol. VI, No. 3, Summer, 1973, pp. 369-70.

[2] Report of Geography Consultant Panel to Advisory Committee on Academic Planning, Ontario Council on Graduate Studies, February 19, 1973, p. A.40.

In these circumstances we see little point in providing a spurious appearance of precision to the crucial relationship between enrollment intake and doctoral output. Instead we recommend that the discipline committee in conjunction with ACAP arrange for a small committee to undertake an intensive study of completion rates in political science in Ontario and elsewhere so that the supply side of the planning equation can be approached with data rather than intuition. Such a study should include the important related question of the completion rates for the M.A. The completion rates with which such studies are concerned should be viewed not as 'givens', but as capable of improvement once the determinants are understood.

An additional complication in the present situation may be noted. Reasonably large numbers of ABDs are already teaching or otherwise satisfactorily employed. The University of Toronto, for example, has 36 ABDs from the past decade engaged in university teaching. The attainment of Ph.D. by such ABDs does not add to the supply of candidates seeking positions, but only changes their credentials where they are already employed.

....

Our analysis is presented with a glance at developments in the United States for comparative purposes. Particular use has been made of studies by Dr. Max Von Zur-Muehlen of Statistics Canada,[1] by Professors Engelmann and Cox for the Canadian Political Science Association,[2] and another by Thomas E. Mann of the American Political Science Association on the United States in 1973.[3]

In Canada, Von Zur-Muehlen notes initially certain developments in the 1960s. In the 1960s, some 90% of all Ph.D.s in the social sciences and humanities went into the universities. During the 1960s graduate enrollment increased six fold. The growth rate of the faculties in the universities, which increased from 4,300 in 1956-57 to around 25,000 in 1971-72, was particularly high in political science. Teaching loads declined somewhat during the 1960s. With his eye on these past trends, Von Zur-Muehlen presents three demand-supply models for future projections. After making a number of assumptions he takes (1) three options of 3%, 5% and 7% annual increase in enrollment; (2) three marginal faculty-student ratios of 20, 19, and 18 to 1 (these ratios are higher than the average ratio of 13 to 1); and (3) two replacement ratios of 1.5% and 2%. On the basis of various combinations of these variables and certain assumptions, he provides models for three demand-supply projections. Under the most "realistic" of these projections, as appraised by the author, "only about one-third of the Ph.D.s produced over the next five years will find employment according to their career objectives and the traditional employment patterns." The author recognizes that there are returns from work toward the Ph.D. degree other than desired teaching positions and also that market mechanisms are operative so as to affect adjustments in demand-supply relationships. Nevertheless, at the minimum, the supply "surplus" of the Ph.D.s over demand in the social sciences and humanities as a whole, he insists, will be "sizeable."

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[1] "The Ph.D. Dilemma in Canada: A Case Study," reprint from Sylvia Ostry (ed.) for the Economic Council of Canada, Canadian Higher Education in the 1970s, Ottawa, 1972, pp. 75-131.

[2] Report of the Manpower Committee to the Annual Meeting of the Canadian Political Science Association, Montreal, August 19, 1973.

[3] "Employment of Political Scientists in the 1970's: Problems and Prospects," mimeographed paper prepared for presentation at the Midwest Political Science Association, May 3-5, 1973, and distributed under the auspices of the American Political Science Association.

With reference to estimating Canadian faculty requirements in political science in the future, we have been provided by ACAP officials with a special analysis similar to that given other consultant groups. Two initial assumptions are made, based on the data on the future pool of the 18-24 year age group as potential students.[1] The assumptions are (1) that the recent reduction in university participation rate (percentage 18-24 year olds enrolled) reflects a permanent shift in student choices and that the participation rate will continue to grow at the 1969-71 average of 0.1%, and (2) that the recent reduction in participation rate is only a short-time phenomenon, and that this rate will resume for the long-term its higher 1960-69 average of 0.6% per year.[2] It is further assumed that the enrollment in political science remains a constant fraction of university enrollment as a whole (as related to assumptions (1) and (2) above);[3] that the staff-student ratio will remain at its current value (as related to assumptions (1) and (2) above); that there will be a resignation rate of 1% and a retirement rate of 0.6 for the years 1972-73 to 1987-88; that 80% of the annual hiring will be of junior faculty and that 80% of these will have their Ph.D. degrees; and that Ontario will continue to produce around 70% of the Ph.D.s awarded in political science in Canada.[4]

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[1] See appendix, Chart 1.

[2] See appendix, Chart 2.

[3] See appendix, Chart 3.

[4] See appendix, Table 42 indicating "Annual Faculty Requirements in Political Science Due to Growth and Replacement, Canada 1972-73 to 1987-1988" and Table 43 on "Annual Faculty Openings in Political Science for New Ph.D.s, Canada, 1972-73 to 1987-88."

In making application to the Ontario scene, two conclusions can be drawn from the two basic assumptions. Under assumption 1 for the years up to 1980, an annual average of 14 Ph.D.s in political science from Ontario universities would provide Ontario's contribution toward filling university teaching positions in Canada. Under assumption 2, the required number would be increased to 30.[1]

Two observations might be made regarding the application of the models outlined above. First, they apply only to academic appointments in universities and not to the "market" as a whole. Second, and particularly under alternative (1), there will be a surplus of Ph.D.s in political science in Ontario if the present rate of production, as may be plausibly anticipated, is doubled over the next two or three years. The size of the supply surplus in political science would not, however, be as substantial as that indicated in the analysis by Von Zur-Muehlen whose coverage is not limited to political science and whose assumptions are somewhat different from those of the ACAP officials. In either case the possibility of significant planning applies not to those now in the system who were admitted from 1 to 5 years ago, or even earlier, but to new enrollments who will appear on the market towards the end of the decade.

In the United States, according to Mann, over half of the political scientists (with the emphasis on the political science Ph.D. holders, because of inadequate information on M.A. recipients) are under 35 years of age and probably "little more than 10% will retire over the next decade"; 85% of the Ph.D. holders are employed in educational institutions; nearly all general manpower demand-supply projections (Allan M. Cartter,[2] Dael Wolfle and Charles V. Kidd,[3] and others) recognize on the basis of past patterns of employment that there will be a substantial surplus of Ph.D.s by the 1980's. The political science share of the Ph.D.s has increased at a more rapid rate than in most other disciplines and the number of 911 produced in 1971-72 will increase to around 1,000 (including international relations and public administration) by 1974. Mann concludes that, even if improbably all two- and four-year institutions employed only Ph.D.s in the future, not over 500-600 could be annually employed in all higher educational institutions during the 1970's.[1] Furthermore, the employment services operated

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[1] It is recognized that no account has been taken in these calculations of the number of Canadian Ph.D.s in political science who would accept employment outside Canada, and of the number of Ph.D.s from foreign universities who would accept employment in Canada.

[2] Note particularly his "Scientific Manpower for 1970-1985," Science, Vol. 172, April 9, 1971, pp. 132-140.

[3] Their joint article, "The Future Market for Ph.D.'s" Science, Vol. 173, August 27, 1971, pp. 784-793, summarizes effectively the chief writings on market projections for Ph.D.'s. See also, Charles V. Kidd, "The Ph.D. Forecasting Game," Educational Record, Summer, 1973, pp. 191-197.

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[1] The hazards of estimating the academic demands for Ph.D.s in political science can be indicated by comparing the estimates made in 1971 by two competent analysts in the United States:

Table 11

Estimates of Academic Demand for Ph.D.s in the United States

1969-70 to 1976-77

	Robert Lane*			Virginia Lussier**		
	Expansion	Replacement	Total	Expansion	Replacement	Total
1969-70	221	306	527	165	81	246
1970-71	119	314	433	116	85	201
1971-72	238	323	561	155	88	243
1972-73	272	340	612	173	91	264
1973-74	263	357	620	139	95	234
1974-75	229	374	603	191	98	289
1975-76	212	382	595	195	103	298
1976-77	204	399	603	167	107	274

*"Demand and Supply in Political Science," unpublished manuscript based on his Presidential address to the APSA in 1971.

**"The Future Market for Ph.D.'s in Political Science," unpublished paper presented at the APSA meeting in Chicago, Illinois, in 1971.

Two points in this table might be stressed. First, to be noted are the differences in the replacement rate projections. Second, both authors used Office of Education projections to estimate the number of Ph.D.s to be produced in 1971-72 and both underestimated this number by around 200. One reason was that the "behaviour" of political science in producing Ph.D.s did not follow that of the average of other disciplines.

by the APSA indicate, in the light of inquiries, a substantial decline in academic demand in 1974 as compared with 1973. In short, given the traditional markets which are unlikely to change greatly over the short range, there is already a serious oversupply of political science Ph.D.s in the university production channels of the United States. At the present time, it might be added, there does not appear to be any noticeable changes in the attitudes of Ph.D. degree holders in their employment preferences and expectations.

To return to the Ontario scene, several tentative conclusions might have some pertinence. (1) The actual number of political science Ph.D.s awarded by Ontario universities had displayed an uneven tendency to increase since 1968-69, and stood at 16 in 1972-73. To the present, in accordance with detailed evidence provided by the Universities to the Committee, all of those with Ph.D.s and most ABD's have through 1972 secured acceptable academic employment.[1] However, the next two years will witness a rapid acceleration, perhaps a doubling of the number of Ph.D.s produced in 1972-73. (2) Estimates of faculty growth, as previously mentioned, do not indicate any considerable expansion and hence demand in Ontario. (3) While Ontario universities can be expected to continue to service universities in other English-speaking provinces to an extent greater than population figures would suggest, there is little evidence of expansionistic trends in these provinces at this time. Hence, there is no new market of major significance that will be opened there. (4) Foreign-educated political scientists, who are foreign born, may expect increasing difficulties in procuring Canadian university employment, but the number of positions to be affected by these changes in the next five years, while unpredictable, would not be large. Such changes could increase slightly the demand for Ph.D. holders from Canadian universities. (5) The pressures on ABD's to complete their degrees are heavy in most universities, but the number of new positions which are opened by failure of the ABD's to receive the degree cannot be estimated. It is believed that the number would not be large. (6) Above all, the rate of decline in general graduate student enrollment could be an important limitation on future supply. However, our data do not as yet indicate an enrollment decline in political science, in contrast to some other disciplines. Indeed, according to data provided by the Discipline Committee total Ontario doctoral enrollment in political science has increased each year since 1968-69, and grew from 231 in 1971-72 to 259 in 1972-73, with full-time enrollment growing from 167 to 203 in the same year.

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[1] Our conclusion is based upon personal checks of employment records in the several Ontario universities. In support, Professor William Badour in his survey of Canadian universities, including 13 with Ph.D. programmes, reported in 1972 that only one institution, the University of Alberta, had experienced difficulty to that date in "placing its Ph.D. graduates." "Progress Report Objectives of Graduate Studies in Political Science," CPSA Newsletter, Vol. 1, No. 2, May, 1972, p. 3.

(7) Faculty-student ratios are difficult to predict in the light of existing competing pressures to decrease and to increase them.

In short, all of the factors mentioned above have some bearing on the potential market for political science Ph.D.s. Collectively, they suggest cautious predictions and guarded judgments, but they cannot erase the documented conclusion that an oversupply, or underemployment, of these Ph.D.s already in the system will result by 1977-78. The immediate outlook, as summarized by Professors David Cox and F. C. Englemann on the basis of their recent survey in Canada, is a "strong decrease in the number of job opportunities in 1973-74 with little prospect at the moment of any improvement thereafter, and a rapid increase in the number of completed or near completed Ph.D.s in the same period."[1]

With respect to alternative outlets for political science Ph.D.s, all of the available evidence points to the relatively low emphasis placed upon non-academic careers. The academic socialization process leads most of the graduate students to feel that university employment is the only appropriate vocation. The Ph.D. programme, as our interviews repeatedly indicated, is not normally viewed by either faculty or graduate students as directed toward other than academic careers. As Professor Badour has commented on the basis of his 1972 Canadian survey, "there was substantial agreement among respondents that the training of political scientists, for non-academic careers, was a matter of low priority at this time.... Many respondents were unclear about what the non-academic market-place really consisted of and gave contradictory answers to questions dealing with this problem."[2] The limited appeal of alternative employment opportunities has also been appraised by other critics. Dr. Von Zur-Muehlen has observed in looking at the Canadian scene:

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[1] Report of the Manpower Committee to the Annual Meeting of the CPSA, 1973, p. 5. See the data in the revised version of this report. p. 14. Note the reliance on this "Manpower Survey" by the Secretary-Treasurer of the CPSA when he noted at the annual meeting that there "may be as many as 500 Canadians pursuing Ph.D. studies in political science at a time when university openings for them are close to zero." Year-end Reports, Canadian Political Science Association, 1973, mimeo, p. 17.

[2] "Progress Report," p. 9.

> ...experience has shown that neither industry nor the various levels of government and educational institutions were prepared to employ, on a large scale, doctoral graduates where training was university-research-oriented, and who themselves had mostly aspirations to be recycled into the university environment, which was the pattern of the past.... In many instances these students were trained for little else but pure research which, frequently, was narrowly focused on the subject matter of their dissertation and the research interest of the doctoral adviser.[1]

There is ample evidence in the United States as well that "the structure and practices of the academic labor market in political science today are essentially the same as those which emerged almost a century ago, when political science as a vocation"[2] was in its infancy in the United States. In 1967, 89% of the doctorates in political science and 72% of those with M.A. degrees were in academic institutions.[3] Recent surveys indicate that this situation has not changed materially in recent years.

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[1] Von Zur-Muehlen, op. cit., p. 78.

[2] Marvin Rintala and John Dreijmanis, "The Academic Labor Market: with Special Reference to the United States," Journal of Educational Thought, Vol. 6, Aug., 1972, p. 106.

[3] Heinz Eulau, et al., Political Science, Englewood Cliffs, New Jersey, 1969,p. 77. Political scientists were defined by membership in the APSA. Mann observes that "although a formal vehicle for entry of political science Ph.D.s into the Federal government exists (Mid-level Entry, GS 11-12), demand for such individuals by agencies is virtually non-existent." Generally, agencies "prefer in-service training immediately following the bachelor's or master's degree." And, further, Mann comments, "at this point in time...there appears to be no natural extra-academic market for political scientists that can be immediately tapped." Mann, op. cit., pp.23-24.

Although we do not have comparable data on the employment of Ph.D.s in Canada, our incomplete evidence would indicate that as high a percentage of new Ph.D.s in Canada as in the United States are in academic employment. Information furnished by the Public Service Commission, Statistics Canada, and by a number of departments in Ottawa have indicated clearly that the number employed in the federal public service is quite low. According to the Public Service Commission there were 23 members of the federal public service with the Ph.D. degree in October, 1973. Statistics on provincial, local and urban employment, as well as on employment in industry and business, are lacking. Likewise, the extent of employment in two-year colleges is not known, though it is probably low, and there is reason to believe that these colleges will not prove in the future to be fertile sources of employment for Ph.D.s.[1] While other possibilities loom ahead, such as policy research institutes,[2] post-doctoral fellowships, a more realistic appreciation of the expertise of political scientists by the Public Service Commission, employment by political parties and pressure groups, industry and other sources, the fact remains that for the immediate future few alternatives of consequence to academic employment appear in sight. In addition, there seems to be little awareness of, or concern about, the significance of the problem either within university circles or outside of them.

However serious the outlook for political science Ph.D.s may appear to manpower planners, there are viewpoints which are widely represented in university circles and which seriously question the manpower planning approach in terms of its rationale, its assumptions, and, above all, its conclusions. In essence, these viewpoints may be variously characterized as the "market" approach, the "student choice" approach, the "developmental" approach, and the "laissez-faire" approach. There are considerable differences in these approaches, but they have in common a deep skepticism of manpower planning involving demand-supply forecasting. With regard to supply, first of all, they point to the various factors which have resulted in the unanticipated extent of the percentage decline in overall graduate student enrollment after 1971.[1] These include fellowship and financial shortages, uncertainties about future employment opportunities, general skepticism about graduate work in general, and the competing appeals of professional schools. Whatever be the weight attached to each of these factors, it is argued that the manpower approach exaggerates the amount of oversupply and minimizes the role of the market in producing some rough balance between demand and supply.

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[1] The evidence in the United States indicates that in 1971-72 less than 8.5% of the newly employed faculty members for public two-year colleges had the doctorate. John W. Huther, "Small Market for Ph.D.'s: The Public Two-Year Colleges," AAUP Bulletin, Vol. 58, Spring 1972, p. 17; John Dreijmanis, "Occupational Alternatives for Political Scientists," mimeographed paper prepared for the New England Political Science Association, April 21-22, 1972, p. 11. Cp. Von Zur-Muehlen, *op. cit.*, p. 79.

[2] A s illustrated in particular by the Institute for Research on Public Policy, now being organized in Ottawa. See Ronald S. Ritchie, *An Institute for Research on Public Policy*, Ottawa, 1971.

With particular reference to political science supply, we have already noted the startling unreliability of data concerning doctoral candidates already in the system, although both CAGS and Discipline Committee figures agree in showing strong growth trends from 1969-70 to 1971-72, in contrast to trends in other disciplines. The Discipline Committee figures show a further increase for 1972-73. Second, there are the fundamental criticisms of manpower forecasting, with particular reference to the types of assumptions made and the weights attached to the different variables. John Porter _et al_ in their Report for the Committee of Presidents of Universities of Ontario indicate the decisive importance of the assumed participation rate for university enrollment projections. They present three estimates for total projected full time enrollment to 1980-81, varying for the latter year from 219,600 through 253,800 to 280,000, the last by the Economic Council of Canada.[2] The utility of the forecasts has also been seriously questioned on the grounds of the premises built into the approach, including a "mechanistic" view of higher education and the unwise use of tentative conclusions built thereupon for higher educational planning.[3] Third, there is the view that, whatever be the accuracy of demand-supply projections, they should be minimized in educational circles for developmental reasons. Had there not been early encouragement for struggling colleges of uncertain quality in western Canada in the late nineteenth and early twentieth century some leading western provincial universities would not have materialized. The same point has often been made of the American land grant colleges. Other arguments for this developmental emphasis have been effectively made.[1] Fourth, there are the criticisms of the demand-supply assumptions and projections of the kind offered by John Porter, Bernard Blishen, et al. They stress the possibilities of "serious shortages" of individuals capable of mastering the increasingly complex knowledge required by modern societies. "Thus there must be a very real talent search through all social levels and groups. This need is a long-term reality which any furore about unemployed Ph.D.'s should not be permitted to mask." Elsewhere, they assert that "such disciplines as political science and sociology will probably take over from economics as the significant post-industrial social sciences, and join with the humanistic disciplines in the eternal task of defining and establishing the good life in the good society."[2] Another author, Harold R. Bowen, suggests that there need be no fear of oversupply not only because the economy will adjust to various levels of supply but primarily because training and education not utilized for anticipated objectives are not wasted. "The manpower theory of educational planning," Bowen argues, "is based on a grand misconception--the input-output or the means-end fallacy--that permeates society.... Education is not designed to prepare people for whatever work flows from the blind and predestined imperative of technology; rather it is intended to educate people of vision and sensitivity, who will be motivated to direct technology into humanly constructive channels."[3] In short, account must be taken of additional knowledge, cultural improvement and consumption benefits. And, finally, perhaps the strongest summary statement with particular reference to student choice has come from the Carnegie Commission for Higher Education in its recent study, College Graduates and Jobs:

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[1] See above p. 28.

[2] John Porter, Bernard Blishen, _et al._, _Towards 2000: The Future of Post-Secondary Education in Ontario_, Toronto, 1971, pp. 50-51.

[3] As mentioned in Kidd, "The Ph.D. Forecasting Game," p.191.

> We are totally opposed, with a few special exceptions, to a 'manpower planning' approach to higher education; we believe that reliance on student choice is superior--it is more flexible, a more constantly dynamic mechanism. Manpower planning leads toward rigidities or toward controls, and we find it, by and large, both an ineffective and repugnant mechanism and probably an unenforceable one as well.[4]

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[1] The pros and cons of the developmental approach, as applied to the introduction of Ph.D. programmes in the small college, are imaginatively discussed by Allan M. Cartter in The Development of Doctoral Programs by the Small Liberal Arts College, Brunswick, Me., 1967, pp. 67-86.

[2] Porter, et al, op. cit., pp. 7,5.

[3] "Manpower Management and Higher Education," Educational Record, Winter, 1973, pp. 9, 14.

[4] New York, 1973, p. 11.

We have outlined these arguments questioning the demand-supply planning approach, to repeat, because they are quite widely held in Canadian university and political science circles. We are appreciative of the cogency of some of the criticisms and of the validity of some of the skeptical questions which have been raised. Our own conclusion is that both extremes are to be avoided--either a sole commitment to manpower planning or a complete acceptance of student choice and/or laissez faire. Indeed, in view of the many evolving relationships between universities and governments,[1] laissez faire must be viewed in terms of different types and degrees of controls rather than the absence of them.

III

Our qualified endorsement of manpower planning conditions the recommendations which follow. In the light of the previous discussion they are:

1. In view of the probable excess of Ph.D. degree holders over the projected number of available academic positions for Ontario graduates during the next five years, given existing doctoral candidates already in stream, and the probability of oversupply in the following five years if the admittedly lenient admission policies of the past are continued, we recommend (a) that no new Ph.D. programmes be instituted in the province during the next five years; (b) that the present trend towards more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged.[2] In no instance should a system of governmental quotas in political science for each university be instituted; (c) that the weaker programmes in political science be regularly and rigidly reviewed by outside reviewers and any Ph.D. programmes not maintaining acceptable

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[1] See René Hurtubise and Donald C. Rowat, The University, Society and Government, Report of the Commission on the Relations between Universities and Governments, Ottawa, 1970; J.A. Corry, Farewell the Ivory Tower, Montreal, 1970; R. Taylor Cole, "The Universities and Governments under Canadian Federalism," Journal of Politics, Vol. 34, May, 1972, pp. 524-553.

[2] This step, leading to some reduction in the rate of Ph.D. enrollment, is favoured by a majority of political scientists who felt in 1972 that the enrollment at the graduate level was "too high." Badour, "Progress Report," Table 4, p. 9.

standards be discontinued (see our current review of university programmes); (d) that the door be opened for new types of Ph. D. programmes involving interdisciplinary relationships within individual universities and, in particular, consortium arrangements between universities. These arrangements would serve to encourage wider alternatives for students, new orientations and approaches, more effective utilization of faculties and non-human resources, and the initiation of new areas of inquiry and collaborative work involving public policy, ecology, biology and politics, political geography, political sociology, psychology and politics, etc.

2. In view of the inadequacies of the available statistics regarding M.A. degree holders, (a) we strongly commend the initiatives of the Canadian SSRC, the Public Service Commission, the Department of Manpower and Immigration, Statistics Canada, the Canada Council, the Canadian Political Science Association, and other agencies to provide more adequate data on the demand and supply of high level manpower through the directories ("Canadian Directory"), surveys, reports and studies now being considered or under preparation. (b) We agree with the general sentiment expressed in the Badour report, and we recommend that, the M.A. degree should not only be retained, but also diversified and strengthened.[1] (c) Under present circumstances, it is only in terms of quality rather than numbers involved or other considerations that provincial encouragement of or restraint on existing M.A. programmes should be exercised. (d) In addition, we recommend that no additional restrictions be imposed on the institution of new M.A. programmes where a competent faculty, a "critical student mass," the needed university administration support, and library and other necessary resources are available. Where these conditions obtain, we prefer to allow the market and student choice to be the primary regulating factors.

3. Manpower projections and all available data indicate an undue reliance in the future upon academic outlets for the employment of Ph. D. degree holders. Since there is need for a wider choice of employment opportunities, we recommend (a) that careful and immediate consideration be given to both the needs and expectations of governments, public enterprises, and business and industry in revisions of both the M.A. and Ph. D. curricula, examinations and thesis requi-

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[1] See *ibid.*, pp. 4-5, 14; cp. the discussion of the desirability of "keeping Master's work attractive and challenging" in Bonneau and Corry, *Quest for the Optimum*, p. 58.

rements by departments of political science.[1] This consideration may indicate, for example, the wisdom of acquiring some expertise in statistics and quantitative techniques, in public policy orientation, in administrative in-service training, in internship experience, etc. This consideration may also suggest the type of training for those who in *Towards 2000* are referred to as "post-industrial generalists"; (b) *that, in view of the comparative disadvantage under which political scientists function as compared to economists, sociologists and statisticians, the provision for an appropriate occupational or "group" listing, or vehicle for entry in the middle and upper level ranks of the federal service, be urged upon the responsible governmental authorities and particularly the federal Public Service Commission*;[2] (c) *that the employment patterns and needs of provincial and local governments be more fully studied and exploited than at present*; (d) *and that more adequate and regularized counselling, than now exists in some departments, be provided graduate students after admission so that they may be apprised of the opportunities and problems involved in seeking alternative forms of employment*.

4. Despite the desirability--indeed the necessity-- of adaptation to new needs and demands, we do not advocate abrupt changes and negation by fiat in the existing organization, curricula, and relationships of political science departments. We agree with the wise admonition against converting the "too little and too late university development in Canada in the later 1950s and early 1960s... into cutbacks that are too big and too soon in the early 1970s."[3]

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[1] "In the post-industrial world, these conditions must be met: graduate work must be improved in quality, it must be coordinated within and among the universities, and it must be continually assessed in terms of provincial and national needs." Porter, Blishen, *et al.*, *Towards 2000*, p. 96.

[2] Note the observations and suggestions by Cox and Engelmann, Report of the Manpower Committee, pp. 5-6.

[3] David W. Slater, "Change and the Universities: University-Government Relations - Comment I," *Canadian Public Administration*, Vol. XIII, No. 1, Spring, 1970, p. 23.

Chapter 4

Graduate Departments of Political Science: An Overview

The previous chapter contains our general perspective on the manpower problem, and the recommendations that derive from it. In this chapter we provide some overall observations about graduate work in Ontario, while the next chapter provides a lengthy analysis of each department and programme at the graduate level.

The meaning of the Ontario context for this chapter, and this report, should be made clear. The expression 'political science in Ontario' refers to a geographic fact and a jurisdictional consideration, the latter of growing importance, as our activity as consultants signifies. Ontario, however, is not a significant disciplinary frame of reference for the political scientists within its borders. While the study of provincial politics, including that of Ontario, is growing it is obviously not the core of the discipline, and commands little of the total resources of the political science community.[1] The planner's temptation to think that political science in Ontario should manifest a disciplinary coherence and a tight interdependence must be resisted, for it is to invest a political and a geographic fact with an unmerited disciplinary consequence. Political science in the province both at the level of faculty research and graduate training, is part of a division of labour which, in the final analysis, is international. In this division of labour political scientists in Ontario, as researchers and supervisors of graduate programmes, will do more than their 'proper share' in some areas of the discipline and less in other areas. On balance we assume that Ontario, as one of the most privileged areas in the world, should be a contributor to the global stock of political knowledge in proportions far in excess of her share of the world's population. The extent to which this will be the case in the future depends on the political processes of a provincial parliamentary democracy.

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[1] The situation may change if Bonneau and Corry are correct in their assertion that "The universities, in selecting their research objectives, will have to turn more of their research to matters which are of immediate interest to their provincial governments." Quest for the Optimum, p. 133.

The effective utilisation of the academic resources of Ontario for the study of political systems must pay close attention to the distribution of those resources within particular university departments. Departments have a crucial role in academic disciplines. They are the most pervasive organisational framework within which major academic decisions are taken. They are the centres of academic existence for graduate students, hence the extreme importance attached to the student choice of a particular graduate programme. The two major faculty activities of teaching and administration are mainly under department control. Departments are major foci of struggle and contention when a discipline is deeply divided. Especially in a period of growth, such as the one just ended, they constitute important levers to mobilise a particular concentration of political science activity in one direction, rather than another.

Departments differ. Departments active at the doctoral level in Ontario range in size from the fifty-nine of Toronto to the twenty of McMaster, and at the M.A. level from the seventeen of Ottawa to the seven of Wilfrid Laurier. Our analysis and recommendations would be different if all departments possessed the same numerical faculty strength. Differences in geographical location have an effect in generating departmental distinctions. Carleton is much affected by its location in the national capital, Windsor by its easy links with nearby academic institutions in the United States. The historic importance of the University of Toronto has long been sustained by its location in the largest metropolitan centre in English Canada. The University of Ottawa is heavily dependent on a nearby Francophone community across the provincial border on which it can draw for students and faculty. Further, each department relates to and is affected by a different past. Toronto and Queen's are products of specific departmental and university histories which exert continuing influence on the way their departments define their objectives as political scientists. Others, such as the departments at the universities of Waterloo and Guelph, are affected by the historically weak position of the social sciences in their universities. Departments are also differentiated by the pattern of their faculty recruitment. The faculties of the various departments have been recruited in different ratios from Canada, United Kingdom, United States, continental Europe, and elsewhere. This affects the linkages possessed with colleagues elsewhere, and conceptions of the discipline. Finally, each department selects a different array of strengths and weaknesses from the smorgasbord of possibilities which the discipline makes available. In sum, we have been made aware of the multifaceted factors which contribute to the uniqueness which the various departments bring to their shared commitment to improve our understanding of the political world. We have also been made aware that commitment to the same discipline does not preclude institutional rivalries, expressions of antipathy to nearby (sometimes to distant) departments, and competition for faculty and students.

Our task as planning consultants is further complicated by the recognition that the universities in which the departments are located have their own ambitions for departments, faculties, and the university as a whole. Their ambitions may conflict with the application of discipline oriented criteria. While we are far from insensitive to these university considerations, their integration with the perspectives of political science consultants is a task we leave for resolution in other arenas.

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Our terms of reference require us to "report on the adequacy of the present state of graduate work in political science in the province in general and in each university, discussing the following:

(a) coverage of fields and sub-fields of the discipline and extent of each;

(b) faculty quality and quantity..."

A leading American student of graduate education found a high correlation between quality and salary ratings with, to oversimplify, the best universities paying the highest salaries.[1] On the basis of our examination these findings are inapplicable to Ontario. The overall similarities in salary averages make it inappropriate to utilize salary as a variable for differentiating between provincially financed universities or departments of political science in Ontario. An amplified discussion of this point, with supporting data, is included in the Appendix.

Our examination, in accordance with the terms of reference, of the "coverage of fields and sub-fields of the discipline and extent of activity of each" encountered several problems. We have concluded that any attempt to provide a detailed comparative analysis of the distribution of the strengths and weaknesses of each field, on a departmental basis, would tax our resources of knowledge to the breaking point, and strain the credulity of the reader. Even if such precise discrimination were possible we doubt its utility. Our analysis takes place at a particular point in time. The reality of 1972-73 is already fading away under the impact of resignations and new appointments, particularly in the smaller departments. The freezing of marginal distinctions in the pages of a report is fraught with more harm than good. Moreover, comparisons of the same fields in different departments are greatly complicated by differences of size. What is viewed as a weak field at York, Carleton, or Toronto might be viewed, with exactly the same personnel, as a pillar of strength at one of the smaller institutions.

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[1] Allan M. Cartter, An Assessment of Quality in Graduate Education, Washington, D.C., 1966, esp. p. 114.

The importance of faculty numbers can be exaggerated. Queen's is small by the standards of York, Carleton, and Toronto, and is only slightly larger than McMaster and Western. Yet its past and continuing significance for political science in Canada and graduate work in Ontario is far greater than its numerical strength might superficially imply. A specific example helps to make the point. In our analysis of Queen's we argue that its field of public administration, with only two faculty for whom it is a major field, could "benefit from added strength." Yet one Queen's professor has supervised five of the thirteen successful Ph.D. theses completed since 1966, all of them in public administration. Further, the academic strength and reputation of a large department, such as the University of Toronto's, do not lie in sheer numbers, but in the presence of excellent faculty in particular fields.

Nevertheless, these qualifications must not be carried to extremes. The complexity of a modern social science discipline requires that the faculty attain some critical size to be judged capable of offering a successful Ph.D. programme. In North America where doctoral programmes customarily require courses,comprehensives, and a thesis, the requisite size is larger than where, as in Great Britain, the doctoral degree is customarily a research degree. A faculty of twenty is probably a minimum figure,[1] although in such a small department there would be negligible room for slack, or for below average faculty, and some fields could only be thinly covered.

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[1] The problem of optimum faculty size is complex and requires more research. For some useful comments see Robert E. Lane, "To Nurture a Discipline," American Political Science Review, Vol. LXVI, No. 1, March 1972, pp. 172-73.

It is not that the number of faculty at McMaster and Western is too small in any absolute sense, but that the quality of too many of them has not yet been established. The same faculty several years from now may present a different picture.

One final point, obvious but still deserving of notice, is simply that quality is ultimately set by the standards of existing departments within Ontario, Canada, and the world. We feel that the four strongest Ontario departments, either in attainment or demonstrable potential, are capable of meeting international standards of excellence. These departments are the carriers of standards to which other departments seeking participation in doctoral work must approach.

Further, these standards are constantly evolving as the political science community of Ontario matures, and as the discipline increases in complexity. The former factor has produced a natural ethnocentric delusion at the department level which we frequently encountered. All departments which grew rapidly in the sixties feel that they are on the upswing as doctoral degrees are completed, the rank structure becomes less bottom heavy, and per capita increases in publications occur. The recognition at the department level that their prominent younger members, at the moment relatively invisible to outsiders, will shortly be known to a wider public, elicits the erroneous conclusion that the department will experience a gain in relative prestige. This will not occur, for the same process of maturing is taking place in most departments. The real consequence is that the Ontario system as a whole is getting better. Departments which remain at their present level of academic competence and research contributions will fall behind.

Given all the qualifications just indicated, our discussion of strengths and weaknesses will be largely restricted to the identification and location of a number of the most obvious areas of strength in the Ontario system of doctoral education. Our brief discussion can be supplemented by an examination of Table 12, which uses material provided by the Discipline Committee to tabulate each department's faculty in terms of major and minor fields. In terms of the categories established by the Discipline Committee, faculty in the doctoral institutions are concentrated in four main fields, comparative government and politics with sixty-two faculty for whom it is a major field, and forty-seven for whom it is a minor field, Canadian government and politics with forty-three major and forty-two minor field interests, international relations with forty-one and eleven respectively, and historical and normative political theory with thirty-eight and sixteen. The numerically weak fields in terms of the categories employed are clearly methodology, a major field for two faculty and minor for five, political process with four and nineteen, empirical theory with ten and twenty-one, the urban field with fourteen and eight, and to a lesser extent public administration/policy with sixteen and twenty-one The table, which also contains information on faculty in departments active only at the M.A. level, can be consulted by readers interested in additional quantitative detail. One word of caution. The fact that faculty strength in one field is numerically less than in another field carries no implication that the 'weak' field should be strengthened.

The combining of the data in Table 12 with qualitative considerations leads to the following conclusions:

1) Toronto has notable strength in historical and normative political theory, and York has potential strength.

2) The four strongest doctoral institutions possess undoubted competence in Canadian politics.

3) Toronto has strength in international relations of a traditional nature. Carleton has strength of a more eclectic kind in the same field.

4) The field of comparative politics is too omnibus a category to allow definitive statements dealing with strength in general on a department basis. Carleton and Toronto, however, both have clear strength in Soviet and East European Studies and in African politics. These specialisations, built up in response to the circumstances of the 1960s, may pose adjustment problems in the years ahead.

5) No department is strong in the urban and regional field, although several departments possess valuable nuclei of faculty in the area; because of the innovative interdisciplinary nature of its approach and the strong administrative support behind it, Western's offerings deserve special mention.

6) No department has a commanding position in public administration, although several have important elements of strength, sometimes in combination with related institutes or schools.

7) The Institute for Behavioural Research and the orientation of several faculty give York a special position in empirical theory and quantitative approaches which should be cultivated.

8) The particular cluster of interest and ability in Canadian and comparative federalism of Queen's is distinctive.

Table 12(a)

Major and Minor ( ) Faculty Fields by University 1972-73

	Canadian Government & Politics	Comparative Government & Politics	Political Process Behaviour	Political Theory		International Relations	Public Administration Policy	Methodology	Urban, Regional Local Govt. & Politics
				Hist., Norm	Empirical				
Toronto	10 (5)	17 (12)	1 (5)	9 (7)	1 (3)	9 (2)	5 (4)	0 (4)	1 (2)
York	9 (12)	15 (8)	2 (6)	11(2)	4 (4)	10(2)	3 (4)	0 (1)	4 (2)
Carleton (b)	9 (11)	13 (12)	—	5 (6)	3 (4)	11(4)	2 (4)	--	0 (2)
Queen's	8 (3)	5 (9)	1 (2)	3 (0)	1 (1)	4(0)	2 (2)	1 (0)	3 (0)
Western	4 (5)	4 (3)	0 (2)	4 (0)	0 (4)	4(1)	2 (5)	0 (0)	4 (1)
McMaster	3 (6)	8 (3)	0 (4)	6 (1)	1 (5)	3 (2)	2 (2)	1 (0)	2 (1)
Subtotal	43 (42)	62 (47)	4(19)	38 (16)	10 (21)	41(11)	16 (21)	2 (5)	14 (8)
Ottawa	6 (4)	3 (4)	0 (3)	2 (1)	0 (0)	6 (2)	1 (0)	1 (0)	0 (2)
Waterloo	3 (0)	2 (4)	3 (3)	2 (1)	1 (1)	1 (1)	1 (1)	0 (0)	0 (1)
Windsor	2 (5)	2 (4)	3 (0)	1 (1)	0 (1)	4 (3)	1 (1)	1 (1)	2 (0)
Guelph	3 (2)	3 (5)	0 (2)	2 (2)	0 (0)	5 (2)	2 (1)	0 (0)	0 (0)
Brock	2 (2)	3 (3)	0 (1)	1 (1)	0 (1)	4 (1)	2 (0)	0 (0)	0 (1)
Wilfrid Laurier	1 (1)	1(3)	2 (0)	0 (1)	0 (0)	2 (1)	1 (0)	0 (0)	0 (1)
	60 (56)	76(70)	12 (28)	46(23)	11 (24)	63(21)	24 (24)	4 (6)	16 (13)

Footnotes to Table 12

(a) Compiled from data provided by the Discipline Committee. Each faculty member has been restricted to one major and one minor field. In general, there is a slight inflation upwards in the figures as faculty on leave, their replacements, part-time members, and those with cross appointments have all been weighted equally with full-time faculty. The faculty base from which the above figures were compiled differs in several instances from the 1972-73 faculty totals provided by the Discipline Committee, in response to a separate inquiry, and summarised in Table 10.

(b) In the Carleton data process is included in comparative government, and methodology in empirical theory.

9) Support for a political economy approach is scattered throughout the system, but its main focus is clearly the University of Toronto.

These seem to us to be the major elements of obvious strength. Others, less prominent perhaps, are scattered through the analyses of individual departments provided in the following chapter.

In general, the preceding analysis indicates an adequate concentration of strength in one or more departments in Canadian government and politics, political philosophy (normative and historical), international relations and several area studies within comparative politics. The two fields of public administration, and urban, regional, local government and politics reflect an intermediate position in terms of adequacy of concentration.

The numerical weakness of empirical theory, political process, and methodology is evident from the statistics, as these categories were understood by the Discipline Committee.[1] We are not entirely clear on the meaning of these particular statistics and will therefore venture no recommendations.

We are asked in our terms of reference to identify new areas in which graduate work should be offered. In the previous chapter on manpower we have indicated our general support for revisions in graduate programmes designed to diversify employment options for M.A., and especially for Ph.D. graduates. From a strictly disciplinary perspective it is obvious that certain specializations receive little coverage in Ontario. The extensive interest in sub-Saharan Africa is in curious academic contrast to the negligible academic concern for the Middle East. The relative disinterest in Western Europe, and the lack of attention paid to the United States, both contrast with the emphasis placed on Soviet Russia and Eastern Europe. Political psychology and public policy are poorly developed. We know of no department combining political science and anthropology in an examination of the changing position of Indians in the political system and society of Canada.

The list of gaps in the previous paragraphs could be extended almost indefinitely, but it would possess little value. Political science in Ontario, we have indicated, cannot cover everything. What is required is not the detailing of gaps, but the nurturing of a responsive academic community immersed in the discipline and cognizant of the shifting reality it analyses. We have no reason to believe that the large community of political scientists in

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[1] We note that the extensive York interest in methodology is not reflected in the statistics in Table 12.

Ontario is particularly deficient in the relevant capacities. We have addressed ourselves, however, in the concluding chapter, to some possible impediments to disciplinary sensitivity in the steady state era of faculty stability ahead.

....

A further perspective on faculty strength by various fields emerges from an examination of Table 13 which indicates Ph.D. thesis topics by field, completed and in progress. It reveals that the four main fields for thesis choice in the Ontario system as a whole are the four fields in which the bulk of faculty is concentrated. Canadian politics with ten theses completed, and sixty underway, is followed by comparative politics with ten and forty-three respectively, and historical and normative theory and international relations, each with five theses completed and thirty-nine underway. The remaining five fields only have eight completed theses in total, and thirty-six underway. The rough correlation between faculty interest and student thesis choice for the major fields is a general indication that there is not unwarranted duplication in the Ontario system.

Table 14 which combines faculty strength by field and student thesis choice by field, further reveals the general tendency for the two to overlap. In the case of the smaller fields the numbers are too small to encourage comment. For the four main fields, in terms of faculty strength and student thesis choice, only two observations emerge. Faculty whose major field is Canadian politics have twice the likelihood of thesis supervision as faculty in comparative politics. International relations and historical and normative political theory fall between these two extremes. These observations however refer to the system as a whole, and ignore the important differences between institutions. Toronto with 54% of total theses underway (117/217), has 74% of the theses in traditional political theory (29/39), 70% of theses in public administration (7/10), and 69% of the theses underway in international relations (27/39). As we subsequently indicate in Table 18 the University of Toronto has markedly more doctoral students per faculty member than the other Ph.D. awarding institutions.

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Table 13(a)

Ph.D. Thesis Topics by Field, Completed and in Progress ( )(b) 1968-69 to 1972-73

	Canadian Govt.	Comparative Govt.	Pol. Proc. Behaviour	Political Theory		Int. Relations	Public Admin./ Policy	Methodology	Urban, Regional, Local Govt.	
				Hist. Norm.	Empirical					
Toronto	5 (28)	8 (20)	0 (2)	5 (29)	0 (1)	2 (27)	0 (7)	0 (0)	3 (3)	23 (117)
Queen's	3 (13)	1 (10)	0 (3)	0 (1)	0 (2)	1 (6)	4 (1)	0 (0)	0 (4)	9 (40)
Carleton	2 (7)	1 (6)c	c	0 (0)	0 (1)d	1 (3)	1 (1)	d	0 (2)	5 (20)
York	0 (5)	0 (1)	0 (0)	0 (3)	0 (0)	1 (1)	0 (0)	0 (0)	0 (0)	1 (10)
McMaster	0 (3)	0 (6)	0 (2)	0 (4)	0 (2)	0 (1)	0 (0)	0 (0)	0 (2)	0 (20)
Western	0 (4)	0 (0)	0 (0)	0 (2)e	0 (0)	0 (1)	0 (1)	0 (0)	0 (2)	0 (10)
	10 (60)	10 (43)	0 (7)	5 (39)	0 (6)	5 (39)	5 (10)	0 (0)	3 (13)	38 (217)

(a) Compiled from data provided by the Discipline Committee. Total for completed degrees of 38 is 4 less than the total of 42 in Table 4. The latter includes all degrees to the end of the 1972-73 academic year, the former to university totals submitted to ACAP during the year.

(b) For 1972-73 doctoral students whose thesis is identified.

(c) Carleton includes political process in comparative government.

(d) Carleton includes methodology in empirical political theory.

(e) Western does not classify its two political theory theses in progress as either historical-normative, or as empirical, but simply as political theory.

Table 14[a]

Major Field Interests of Faculty and Doctoral Thesis Choice by Field

	Major Field Interests of Faculty	Thesis Choice by Field[b]	Number of Thesis choices per faculty member
Comparative	62	43	0.7
Canadian Politics	43	60	1.4
Inter. Relations	41	39	1.0
Norm. & Hist. Pol. Theory	38	39	1.0
Pub. Admin.	16	10	0.6
Urban	14	13	0.9
Empirical Theory	10	6	0.6
Pol. Process	4	7	1.7
Methodology	2	0	0.0

(a) Data refers to 1972-73. Compiled from Tables 12 and 13.

(b) Refers only to theses underway.

Completion Rates

Statistics provided by the Discipline Committee to ACAP are far from satisfactory for examining the completion rates of doctoral candidates. We do not know when the forty-two candidates who received degrees from 1968-69 to 1972-73 commenced their doctoral work, and hence how long they took to gain the degree. The five year period for which data was provided is shorter than the period of time usually required to complete the degree. Thus we cannot observe one year's intake move through the cycle from first year student to successful graduation, withdrawal, or failure. The only data we have is contained in Table 15.

Table 15(a)

Registered Doctoral Students, Completed Doctoral Degrees and Withdrawals by Year 1968-69 to 1972-73

	Total Registered Doctoral Students (Full-time, part-time in brackets)	Doctoral Degrees	Withdrawals
1968-69	142 (103,39)	6	17
1969-70	160 (125,35)	6	15
1970-71	177 (126,51)	10	19
1971-72	231 (167,64)	4	24
1972-73	259 (203,56)	16	n.a.
	969	42	75

(a) Compiled from data provided by the Discipline Committee.

In the four year period 1968-69 to 1971-72 for which we have withdrawal data there are three times as many withdrawals as degrees granted, 75 withdrawals and 26 degrees. Total enrollment (full-time plus part-time) has varied from nearly 58 times the number of degrees granted in 1971-72 to 16 times in 1972-73. Explanations vary for the universally admitted poor completion rate. One disclaimer is to observe that the rate is not as bad as it seems. In a rapidly expanding system of doctoral education output will appear deceptively low until student input has stabilised itself for the number of years required for most students to complete the degree. Also, the period of doctoral expansion coincided with such a strong demand for post-secondary teachers that numerous ABDs could get academic posts before their theses were well underway. This circumstance will have less explanatory cogency in the next five years. Inadequate financial aid to allow students to work full time on their thesis was doubtless a contributory factor. A further impediment to an improved completion rate was undoubtedly the quality of admissions. It is evident that the provincial government funding formula encouraged some departments, in a time of student scarcity and departmental ambition, to admit poor quality students. This is general knowledge among both faculty and students in the province. One student informed us that when he came to institution 'X' four years ago he was one of a group of eight, only three or four of whom were still active and working on a thesis, the remainder having become inactive for one reason or another. The following year's enrollment was reported to have "suffered an even more dismal fate."

The difficulties of interpreting M.A. data are similar to those pertaining to the Ph.D. degree, with the important difference that the time taken to complete the degree is much shorter. Available data for a five year period therefore can be used with somewhat greater confidence. M.A. data is contained in Table 16.

M.A. and Ph.D. withdrawals are a roughly similar percentage of total student registrations (full-time plus part-time), 10.6% for the Ph.D., 12.2% for M.A. registrants. The M.A. completion rate is not high. In the best year, 1971-72, degrees as a percentage of total registrations only reached 45.7%, compared to a low of 28% for 1968-69. For the five year period as a whole 1546 student registrations (1063 full time and 483 part time) produced 574 degrees. Given the fact that throughout the period three of the departments, Toronto, McMaster, and York, which collectively had about one half the total student registrations, had a course work M.A., the completion rate does not appear satisfactory.

Table 17 which provides aggregate data for M.A. programmes for the five year period, indicates differences between institutions which may be useful to department chairmen and supervisors of graduate programmes.

Table 16[a]

Registered M.A. Students, Completed Degrees, and Withdrawals by Year 1968-69 to 1972-73

	Total Registered M.A. Students (Full-time, part-time in brackets)	M.A. Degrees	Withdrawals
1968-69	243 (184,59)	68	35
1969-70	305 (223,82)	102	33
1970-71	332 (226,106)	144	41
1971-72	292 (180,112)	132	34
1972-73	374 (250,124)	128	n.a.
	1546	574	143

(a) Compiled from data provided by the Discipline Committee.

Table 17[a]

Student Registrations, M.A. Degrees, and Withdrawals by University 1968-69 to 1972-73 - Aggregate Figures

University	Student Registrations		Degrees	Withdrawals[b]
	F.T.	P.T.		
Toronto	222	45	198	33
McMaster	152	64	104	12
Carleton	99	66	56	18
Queen's	98	55	53	11
York	60	18	39	1
Ottawa	129	79	31	0
Western	118	99	28	26
Waterloo	75	29	25	17
Windsor	58	17	23	18
Guelph	35	11	15	6
Wilfrid Laurier	17	0	2	1
	1063	483	574	143

(a) Compiled from data provided by the Discipline Committee.

(b) Data for 1972-73 not available.

We have already indicated in our second chapter that department administration of graduate programmes seldom generates adequate data to allow effective continuing scrutiny of programme effectiveness in achieving objectives. It is our belief that ineffective administration may have a relation to low completion rates. It should not be necessary to have a major external review to prod departments into assembling data which should be continuously available and updated. Accordingly, we recommend that the supervision of graduate programmes, especially when such programmes are large, be considered a major department responsibility, and that such supervision should include the assembling and updating of the data necessary to identify serious shortcomings in their operation.

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Chapter 5

Graduate Departments of Political Science: Individual Case Studies

This chapter is devoted to individual case studies of the Ontario departments of political science engaged in graduate work. It is prefaced by several tables which provide an overview of the system as a whole. The short description of computer facilities which follows brings together information which otherwise would be lost if scattered through the write-ups of individual departments.

Table 18 indicates faculty and doctoral student totals by university for 1972-73. In terms of size of doctoral student body compared to size of faculty, Western, York, Carleton, and McMaster are underpopulated with students compared to Toronto and Queen's. The fact that the University of Toronto professes itself capable of handling a slightly larger student body reveals the excess capacity elsewhere in the system. Carleton's submission explicitly noted its unused graduate capacity, which was generated by its large undergraduate enrollment. The case of York, with its larger faculty, is even more striking.

Tables 19 and 20 which indicate Ph.D. and M.A. degrees granted by year by university, and Table 21 which shows Ph.D. requirements by university, constitute helpful background information for the university case studies which follow.

Table 18(a)

Faculty and Doctoral Student Totals by University

1972-73

	Faculty	Doctoral Students (Full-time part-time in Brackets	Students per Faculty Member
Toronto	59	120 (96,24)	2.03
York	48	35 (29, 6)	.73
Carleton	38	31 (24, 7)	.82
Queen's	28	40 (27,13)	1.43
Western	25	10 (4, 6)	.40
McMaster	20	23 (23, 0)	1.15
	218	259	1.18

(a) Compiled from data provided by the Discipline Committee.

Table 19(a)

Ph.D. Degrees Granted by Year by University 1968-69 to 1972-73

	1968-69	1969-70	1970-71	1971-72	1972-73	Total
Toronto	5	3	6	3	8	25
Queen's	1	1	2	1	3	8
Carleton	0	2	2	0	3	7
York	0	0	0	0	2	2
McMaster	0	0	0	0	0	0
Western	0	0	0	0	0	0
	6	6	10	4	16	42

(a) Based on data provided by the Discipline Committee.

Table 20(a)

M.A. Degrees Granted by Year by University 1968-69 to 1972-73

	1968-69	1969-70	1970-71	1971-72	1972-73	Total
Toronto	37	50	45	35	31	198
McMaster	11	13	31	29	20	104
Carleton (b)	8	11	13	10	14	56
Queen's	4	8	13	17	11	53
York	0	7	11	12	9	39
Ottawa	2	0	8	2	19	31
Western	1	4	11	5	7	28
Waterloo	0	3	7	8	7	25
Windsor	3	4	2	9	5	23
Guelph	2	2	3	4	4	15
Wilfrid Laurier	0	0	0	1	1	2
	68	102	144	132	128	574

(a) Based on data provided by the Discipline Committee.

(b) See Table 27,p.85 for additional data relating to Carleton's Schools & Institutes.

Table 21[a]

Ph.D. Requirements in Ontario Doctoral Programmes 1972-73[b]

University	Admission	Course Requirements	Languages	Comprehensives
Carleton	M.A.	3 courses	Rdg and spkg French and one other language - computer programming and advanced statistical methods acceptable as other language	1 major and 2 minor, oral and written
McMaster	M.A. or without M.A.	4 beyond B.A. and 2 beyond M.A.	"research tools" as appropriate	2 written essays in fields of competence plus oral
Queen's	M.A.	6 one term courses	French for Canadian studies otherwise any language relevant to research	comprehensives in three fields
Toronto	M.A. or equivalent	4 courses or 3 courses and M.A. dissertation - can be satisfied in M.A. year	reading knowledge of second language	proof of competence in non-thesis area literature, plus essay explaining proposed thesis subject
Western	M.A.	3 courses	languages and statistics as needed	oral comprehensive covering three fields
York	M.A.	4 courses	languages and "cognate skills as needed" - French required for Canadian politics	1 major and 1 minor oral and written

(a) Compiled from university calendars and department brochures. (b) In all cases a thesis is required

Computer Facilities

On the whole, the computer facilities available to political scientists in Ontario universities appear to be reasonably adequate for graduate work and research purposes. Carleton has a modern machine, the software situation is improving, there is a line terminal in the department, and there is a strong support group. Guelph has a large IBM computer with a line terminal located in the departmental office. McMaster also has a large central machine with a social science remote terminal in the social science building. The facilities at Ottawa, with its big machine, are quite adequate. The machine at Brock is perhaps too small to meet major demands in the future. The computer facilities at Queen's are under pressure in the light of substantial usage, but the location in a new building and added storage facilities for the data processing and other materials will be helpful. Toronto's computing center has considerable resources in all respects, but, given the usage, there may be little excess capacity at the present time. The department at Western Ontario is well equipped. Waterloo has unusually good facilities, and their past availability to faculty and students at Wilfrid Laurier has partially alleviated the disadvantages under which that institution would otherwise have operated. The facilities at Windsor are quite adequate and are extensively used by several political scientists. The Institute at York provides the Department of Political Science with the most complete arrangements in any Ontario university, and plans ahead point perhaps to the wider availability of its facilities and data bank to other institutions, groups, and persons in Canada.

The crucial point is that there is a general awareness of the need for modern computer facilities and for the related software and supporting groups. There are, as indicated, differences in the nature and availability of these resources, and certainly the degree of usage varies widely in the universities. Indeed, there is at present in most universities surplus capacity for political science purposes. Under these circumstances, it is our view that no major changes in present policies are necessary to provide the support base which is required. Perhaps the emphasis might rather be placed upon providing the background and training for the greater use of the equipment in some cases.

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The following department by department analysis commences with the six departments active at both Ph.D. and M.A. levels, and then proceeds to the six smaller departments active only at the M.A. level. We have made recommendations for individual departments where we felt it appropriate, but we have tried to resist the pressure to make recommendations solely for the purpose of appearing decisive. Some departments accordingly have received few or no recommendations; others have received several.

University of Toronto

Table 22[a]

Basic University of Toronto Graduate Data

Ph.D. Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	50	17	8	5
1969-70	57	17	13	3
1970-71	63	19	10	6
1971-72	80	23	13	3
1972-73	96	24	n.a.	8
	346	100	44	25

M.A. Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	38	4	6	37
1969-70	53	10	10	50
1970-71	46	12	9	45
1971-72	33	7	8	35
1972-73	52	12	n.a.	31
	222	45	33	198

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students for the period.

The University of Toronto and its Department of Political Economy possess a variety of distinguishing features, an understanding of which is necessary to locate its graduate studies in political science in the spectrum of graduate activity in Ontario. The university is notable for its size, the magnitude of its effort in virtually all fields of graduate work and its historic role in the development of political science and economics in Canada. For the older generation of political scientists the University of Toronto was the centre of the discipline in the country. In the same way as at Queen's, but to a more marked extent, contemporary political science at the University of Toronto exists against a backdrop of tradition and prestige identified with the senior scholars of the previous generation, particularly Brady and Dawson, and the dominating figure of Innis who defies conventional classification in terms of discipline. The Canadian Journal of Economics and Political Science, 1935-1968, was continuously under the editorial direction of Toronto faculty, although the actual editors were economists. For the period 1935-1970 the University of Toronto accounted for 18% of political science articles in the journal and its successor, the Canadian Journal of Political Science, far ahead of Queen's with 8%.[1] The location of a distinguished university press on the campus further contributed to the prominent role of the department as important editorial responsibilities went to department members, including two of the three editors of the Canadian Government Series, Dawson 1946-1958, Corry (Queen's) 1958-61, and Macpherson 1961- .

The location of the university in the major metropolitan centre of English Canada contributed to its influential position. From 1930 to 1960 doctoral work in English Canada was largely confined to Toronto, with modest support from McGill. By contemporary standards doctoral work was not extensive. According to data supplied by the department the first Ph.D. was granted in 1933, and an additional twelve were awarded from 1934 to 1964. This first trickle of Ph.D.s produced nine graduates who entered academic life, a number of whom became and remain influential members of the Canadian political science community.

This history is not without its continuing relevance to an understanding of the University of Toronto in 1973-74. Among other things, the historical link with economics helps to explain the modest continuing presence of the political economy tradition, and the contemporary attempt to generate, along with economics, an interdisciplinary orientation in several policy oriented graduate courses.

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[1] Allan Kornberg and Alan Tharp, "The American Impact on Canadian Political Science and Sociology," in Richard A. Preston, ed., The Influence on the United States on Canadian Development, Durham, N.C., 1972, p. 63.

Although Toronto no longer possesses its previously unchallenged pre-eminence in political science its contemporary importance must not be underrated. In the last five years, 1968-69 to 1972-73, it granted 198 of the 574 M.A. degrees awarded in political science in Ontario, and 25 of the 42 Ontario Ph.D.s in the same period. Full time M.A. enrollment for 1972-73 was one-fifth of the Ontario total, while in the same year 96 of the 203 full time doctoral students in the province were from the U. of T. Twenty-seven of the 34 students who have received doctorates in the past decade hold university teaching appointments in Canada, as do another 36 ABDs for the same decade.

The faculty is large, and as noted below, qualitatively distinguished in several fields. However, a not inconsiderable number of the faculty is no more than average, with slim publication records. The overall distinction of the department comes from a handful of scholars - usually senior - in each of several fields who have devoted themselves for some years to the improvement of understanding in their respective areas of interest.

The dramatic faculty growth of recent years in Ontario is well indicated by the fact that even such a historic department as that of Toronto is overwhelmingly a product of the recent period of expansion. The reputation of the university and department, plus a willingness to pay well for distinction, gave the department a capacity to attract senior scholars of established reputation to supplement the junior staff added in the last decade. The growth of faculty is indicated in Table 23.

Table 23(a)

Number of University of Toronto Political Scientists 1960-1973

1960-61	10
1963-64	16
1966-67	30
1969-70	52
1970-71	59
1971-72	63
1972-73	59(b)

(a) Data provided by the Discipline Committee.
(b) Includes part-time special lecturers.

When economists are included the joint Department of Political Economy is one of the largest social science departments in North America. With over 6,900 undergraduate semester course enrollments political science at Toronto possesses, like the Carleton department, a large undergraduate base, in notable contrast to the 3,800 semester enrollments of the large York faculty. The effective graduate capacity of the department is however somewhat less than these faculty numbers imply, as more than a few department members, past and present, hold senior administrative positions, and several of the senior people are frequently on leave.

The growth of the department has been accompanied by a decentralising of the faculty onto three campuses. Erindale operates as an extension of the main U. of T. campus. Scarborough, by contrast, is now semi-autonomous and hires its own staff, although all decisions on membership in the graduate faculty are made at the main campus.

The large faculty, possibly inevitably, is an aggregation rather than a community. Faculty relationships are atomised, and faculty do not always know each other. Relations in the department are harmonious and there is an apparent absence of rancorous internal faculty controversy over disciplinary issues. Civility and the lack of tension were attributed by one American faculty member to a surviving legacy of gentleness from the British tradition. Alternative explanations would include the atomisation which minimises arenas for conflict, the respect for the chairman, the previous avoidance of hard decisions by the easy awarding of tenure in the past, and an aristocratic complacency based on the traditions of the department.

The strength of the department is concentrated in normative political theory, Canadian politics (including public administration), international relations, and within the framework of comparative politics, strong area specialisations in the Soviet and East European, and African subfields. The political theory group with nine faculty for whom it is their major field, and seven for whom it is a minor field, is not only large, but qualitatively impressive with at least five faculty possessed of international reputations. The significance of theory within the department is further attested by the fact that it is required as a course offering in both M.A. and Ph.D. programmes. One-quarter of Ph.D. theses currently underway, 29 of 117, are in historical or normative theory. The second focus of strength, Canadian politics, was formerly the strongest in the country. At present this field has a group of prominent senior scholars with extensive publications. The main strength of the

Canadian politics field, which is primarily non-behavioural in its orientation, is in public policy, with supporting strength in federalism, and a minimal focus on the study of parties and elections. The third major focus of the department, international relations, is large (although not the largest in the province), primarily traditional in its orientation, has produced important contributions to the literature, and is an attractive area for thesis choice, with 27 theses currently underway. Comparative politics, with a special focus in Soviet and East European and African studies, is the final concentration of strength in this large department, and represents the build up of interest in these areas in the sixties which is also evident at other universities. Comparative politics, with the largest group of faculty in the department, has 20 theses currently in progress, and contains several faculty with international reputations. Political science at the University of Toronto is weak in urban and regional government, and could stand strengthening in public administration to supplement its policy focus.

The conspicuous weakness of the department is in the behavioural approach. One department document of 1969, no less relevant to 1973, stated: "our courses virtually ignore behavioural and quantitative approaches." The virtual absence of significant representation from this important trend in contemporary political science is a serious shortcoming, not adequately justified in Toronto's case by the assertion that one cannot be strong in everything, or the argument that in an institutional division of labour the behavioural orientation can be left to others. For the department with the largest graduate student body in the country, possessed of a faculty of over 50, to lack the capacity to train at least some of its students to effectively participate in a major trend and to cut them off from an adequate comprehension of its strengths and weaknesses strikes the consultants as shortsighted. In comparison to this incapacity other weaknesses on which we might dwell, are of less importance. This policy of the department has the side effect of inevitably reducing its role in the preparation of Canadian faculty, and may have the long run effect of making its graduates less competitive in certain sectors of contemporary political science. We are not of course advocating the elimination or weakening of existing strength, but a greater recognition and incorporation of the pluralism which exists in political science.

The University of Toronto offers programmes at both M.A. and Ph.D. levels. The M. Phil, degree introduced several years ago proved to be of limited utility, and is no longer offered in political science. Formal Ph.D. admission requirements are reasonably strict, and there is a high rate of admissions, 55 out of 107 applicants in 1972-73, and 60 out of 101 for 1973-74.

The M.A. programme, the largest in the province has awarded 198 degrees in the past 5 years. There are three routes to the degree: (1) four courses including one in political theory; (2) three courses, including one in political theory, plus a dissertation; (3) one course, plus a thesis.

The thesis and dissertation alternatives are discouraged, and seldom chosen. In general terms, the M.A. degree is now taken lightly, and with exceptions, gains its primary importance as a stepping stone to the Ph.D. programme which has a bigger graduate enrollment and looms larger in the eyes of faculty.

The Ph.D. programme is also the largest in the province. In the last five years, 1968-69 to 1972-73, there were 529 applicants to the programme, 203 admissions, 129 who actually enrolled, and 25 degrees awarded. The existing programme was introduced in a climate of controversy in 1969. Resultant changes reduced the requirements for the degree by cutting down the number of required courses, and abolishing comprehensive examinations. The new programme moved the degree closer to a research doctorate than is true at any other Ph.D. granting institution in the province, with the possible exception of the recently developed programme at Western. The course requirements of 4 graduate courses, or 3 courses plus the M.A. dissertation, including one course in political theory, can be satisfied at the M.A. level. What remains at the pre-thesis level is a requirement to satisfy one faculty member of the candidate's familiarity with the literature in a non-thesis area, the approval of a mini thesis and the passing of an exam displaying reading knowledge in a language other than English. There is no statistics requirement, and the non thesis requirement seems to be characterised by an informality, described by its supporters as flexibility, and an absence of criteria. The result is a very flexible and limited system of formal requirements which throws students on their own resources.

Centralised overview and supervision of graduate programmes and student progress are minimal on the ground that students are mature, self-directing adults capable of finding their own way through the labyrinths of the discipline and the department. Minimum oversight is exercised by the Dean of Graduate Studies, and here as elsewhere, statistical data to facilitate monitoring the programme and providing feedback on its success or lack of it is conspicuously difficult to obtain. We are not convinced that such an absence of scrutiny and sanctions is a kindness to students who may spend years in pursuit of an unattainable degree. We are also highly dubious about the appropriateness of a primarily research degree, even for the successful, as preparation for a multifaceted growing discipline.

While the large graduate student body at the University of Toronto exists in the midst of a department possessed of more than its quota of distinguished academics it is not clear that faculty and students are brought together in the most beneficial way. This is partially due to spatial arrangements described as "haphazard and therefore less than conducive to easy interaction between staff and graduate students." The relative absence of compulsory requirements necessitating academic interaction on more than a one to one basis makes its own contribution. In the absence of academic structure to facilitate interaction the student body shares in the general atomisation of the faculty. While for the faculty and the highly capable student this may involve little loss, for the less gifted students, the introverted, and those unclear of their direction the result, we were informed, is considerable drifting, frustration, and absence of intellectual growth. For some these problems may be overcome by the patron client relationship, probably more prevalent at Toronto than anywhere else in the province, but we doubt the efficacy of this relationship as a general solution to the problems described.

In summary it is not evident that the political science doctoral programme at the University of Toronto makes optimum use of the faculty whose names look so promising to the incoming student surveying the graduate calendar. This, along with a low level of financial aid for students, may contribute to a completion rate which, at Toronto as elsewhere in the province, seems low. The detailed examination of these domestic issues was obviously beyond the resources of time available to the consultants. We readily admit that our impressionistic picture may be partially changed by the intensive self-examination we invite the department to make. The department is clearly attractive to incoming students as the large number of applicants indicates, and the general quality of its faculty is beyond question. Our doubts are directed to the programme and its capacity to provide students with what they are entitled to receive from faculty, and what a complex, pluralistic discipline requires.

Several somewhat unrelated matters merit brief mention before summarising our recommendations. The department has close connections with the strong Centre for Russian and East European Studies (founded in 1962), which recently received a Ford Foundation grant, less close contact with the Centre for Urban and Community Studies (founded in 1964), and important links with the International Studies Program (established 1966) which is an inter-disciplinary coordinating programme. We have no comments to make on these developments, designed for specific purposes, whose existence may offend the organisational purists, except to observe that the usual pro and con arguments which attend the existence of such institutional anomalies seem to be more muted than is the case at, for example, Carleton. The link with sociology, which broke away from the Political Economy department in the latter part of the sixties, does not seem strong. Other links exist with law and medicine, and of course the link with economics, within the rubric of the same department, is stronger than anywhere else in the province. It particularly manifests itself in the interaction of economics and political science in public policy courses. This growing public policy focus is in tune with developments in political science elsewhere and it merits support. The excellent library, with around four million volumes, is in a class by itself, and constitutes a distinct plus item in University of Toronto facilities.

Formal interuniversity contacts are not extensive, although there is one cross appointment with York, and one faculty member has taught courses at McMaster. The university does, however, receive a large number of outside speakers, political scientists, politicians and others, who contribute to the intellectual environment. Several regular study groups bring faculty from York and Toronto (and occasionally from elsewhere) together for seminars. If economic pressures increase it is possible that more cooperative programmes, especially with York, will be induced. Jointly the two universities possess one of the largest collections of political scientists in the world.

Recommendations:

For the University of Toronto we recommend

1) the addition of a respectable nucleus of quantitatively oriented political scientists to the department;

2) an internal re-examination of the Ph.D. programme in terms of its requirements, its adequacy as training for the discipline, its completion rates, and its contribution to faculty student academic interaction;

3) a more comprehensive administrative oversight of the Ph.D. programme in order to facilitate feedback on its operation;

4) the encouragement of the recent initiatives in public policy courses with economists;

5) the retention of the joint department of Political Economy, subject to further study within the University and the department of the continuing advantages and disadvantages of such an arrangement;

6) that the M.A. programme and degree be reevaluated to accord it an autonomous existence as an important graduate degree, even if terminal, in its own right.

York University

Table 24[a]

Basic York University Graduate Data

Ph.D. Data

	Registered Students[b] F.T.	Registered Students[b] P.T.	Withdrawals	Degrees
1968-69	13	0	0	0
1969-70	21	2	0	0
1970-71	25	2	0	0
1971-72	24	4	1	0
1972-73	29	6	n.a.	2
	112	14	1	2

M.A. Data

	Registered Students[b] F.T.	Registered Students[b] P.T.	Withdrawals	Degrees
1968-69	13	4	0	0
1969-70	12	3	0	7
1970-71	11	4	0	11
1971-72	6	2	1	12
1972-73	18	5	n.a.	9
	60	18	1	39

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrolments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students for the period.

In slightly more than a decade York has created a strong department of political science, with a large faculty second only to the University of Toronto in numbers. It has grown from 2 or 3 faculty members when founded in 1960 to 48 faculty in 1972-73.[1] The period of rapid growth is now over, and the department anticipates a non-existent or very limited faculty growth for the next 5 to 10 years. The department derives impetus and support, as its growth testifies, from the strong social science focus of the university as a whole.

In the brief period of its existence the department, not surprisingly, has gone through considerable administrative change. Past frictions seemed to us to be little in evidence any longer. There was a reasonable esprit de corps, and an impression of stability. The key administrative personnel in the department are young. Organisationally the political science faculty is composed of three autonomous undergraduate departments - Atkinson (Evening Studies), Glendon (bilingual), and the main department. The three departments are brought together in the organisation and operation of the graduate programme, and steps are being taken to develop a role for Atkinson and Glendon proportionate to their faculty numbers.

The faculty of about 50 members covers a broad span of the discipline. On the whole, given the youth of many faculty, with a number of Ph.D.s still pending, the publication record is good for a new department. At least one quarter of the faculty have excellent publication records of high quality contributions. While a larger number has few or no publications this usually reflects their position in the early stages of their academic career.

In the early development of the department one influence was a desire to differentiate political science at York from that of the University of Toronto. Subsequently, and possibly in furtherance of this desire, strong efforts were made to implant what was variously described to us as a strong empirical, behavioural, quantitative orientation. In the more recent developments of the past few years the department, under the influence of growing numbers and some internal pressures, has become a much more plural department which prides itself on the diversity of its approaches. Whatever the validity of its previous image the present department is heterogeneous in its approach to political science.

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[1] This figure was provided in response to an explicit inquiry about faculty size. However, the York submission to ACAP states that there are forty-two members of the Political Science graduate faculty, and an additional thirteen adjunct faculty without the Ph.D., making a total of fifty-five.

Nevertheless there remains in the York department a strong orientation to empirical theory among a group of scholars at both senior and junior levels. This orientation is strongly present in the Canadian field, although it has little representation in the international relations group.

The role of the Institute of Behavioural Research, created in 1965, is clearly important in this development. The influential part played by political scientists in the Institute, proximity, and its data availability, inevitably make it a focal point for the transmission of the type of political science which can exploit its facilities. The IBR was modelled on the Institute for Social Research at Ann Arbor, and Angus Campbell was brought up to assist in the early stages. The orientation to political science which the Institute is capable of fostering is an important feature of contemporary political studies, and one in which York should continue to be strong.

The York faculty shows considerable strength in 3 of the 5 fields offering doctoral work. Political theory is quite respectable with capable faculty at all ranks. Departmental offerings are supplemented by a new Program in Social and Political Thought which began in the Fall of 1973. This is a new graduate programme, basically doctoral oriented, with limited admission, which brings together faculty from History, Philosophy, Political Science, and Sociology with common interests. Theory has recently become one of the most attractive fields to students, particularly American students. Twenty-six of 101 applications to the graduate programme in 1972 gave political theory as their first study preference. It was the first choice as a major field of interest for 13 of 28 graduate students admitted to the programme for 1972-73 who indicated a preference. The second field of strength at York, comparative politics, has the largest faculty contingent with 23 faculty defining it as a major or minor field. Most parts of the world are covered, and there are special nuclei of strength in comparative administration, comparative communism, revolutionary movements, Africa, and others. In spite of its unusually large faculty component only one Ph.D. thesis is currently underway in this area.

The third strong field, Canadian politics, possesses a capable faculty component. Faculty interests are diverse with some specialisation in political behaviour and the formation of public policy. Both provincial and local politics are covered. Several important publications have come from the York faculty in Canadian politics. This field does not attract students in sufficient quantity given the qualitative strength of its large faculty.

International relations is considered a weak field at York. There is no field of public administration as such at the graduate level. Relevant courses are offered under Canadian or comparative politics. Urban and regional politics is also denied status as a separate field. It is included in Canadian politics as the bulk of the substantive material is drawn from Canada. Empirical theory (and methodology) as indicated are strongly represented at York, although they have not been fields for thesis choice.

Graduate programmes were approved for both M.A. and Ph.D. degrees in 1967. There are three routes to the M.A.; two courses and a thesis, three courses and a research paper, or four courses. The first two are actively discouraged and rarely exercised. In effect the M.A. programme is a four course programme. The M.A. and Ph.D. programme developed simultaneously at York, and thus they tend to be viewed in relation to each other. There is no autonomous M.A. tradition to raise the prestige of this first graduate degree, and it has accordingly been viewed as a less rigorous M.A. than in many of the other graduate programmes of the province. It has thus far been an American type M.A., viewed as a way station to the Ph.D. degree. The M.A. programme has been consistently small, especially when the size of the faculty is considered, averaging only about a dozen full time students and a handful of part time students each year. In the five years 1968-69 to 1972-73 39 M.A. degrees have been awarded, as compared to 198 degrees from the University of Toronto in the same period.

The York Ph.D. programme was appraised by ACAP and given approval in June 1967. There are no language or statistics requirements. However, "French is a required language of all graduate students wishing to emphasize Canadian politics and who intend to write dissertations in that field." Otherwise languages are mastered only when functionally necessary for the particular student's programme. Candidates normally take four full year graduate courses, usually over two years. They must choose two fields of study, one major and one minor for comprehensives, from the following five active fields: political theory, international relations, comparative politics, empirical theory and methodology, and Canadian government. Comprehensive exams for both fields are written and oral. Standards are high and students often have to rewrite. The final stage, the thesis, has been successfully completed and the Ph.D. degree awarded in two cases since the programme commenced. Sixteen additional candidates have completed comprehensives, and several have nearly finished their dissertations.

The doctoral programme, like the M.A. programme, has a relatively small enrollment, 29 full time and 6 part time students for 1972-73. York, like Carleton, complains of its inability to financially compete for the best students. In an attempt to compensate for small numbers at the graduate level the department has developed a "partially integrated Curriculum" which combines graduates and fourth year undergraduates in the same seminar. In contrast to the negative experience with similar ventures at Waterloo, the York experiment has been given tentative approval by faculty and students after a one year trial. It has allowed an increase in the number of seminars offered, and has increased their size. An additional recent change is the institution of at least one "graduate only"course in each field.

Supporting facilities at York are adequate for the graduate programme. The library, which has built up a collection of over 600,000 volumes in its short history, is a remarkable achievement. The availability of the Institute of Behavioural Research provides computer facilities and a variety of staff assistance which make York unusually well off in this regard.

In summary, York has a large faculty with strength in three important doctoral fields. The department will play a continuing role of importance in graduate studies in political science. If faculty quality can be maintained or improved, the long run expectation must include a larger graduate student population. With a faculty not much less than Toronto's in size, and considerably larger than Carleton's faculty, the York department suffers from a relative absence of students, as the following table makes clear.

Table 25[(a)]

Comparative Faculty Student Ratios - York, Carleton, Toronto,1972-73

	Faculty Size 1972-73	Doctoral Students 1972-73 (FT & PT combined)	M.A. Students 1972-73 (FT & PT combined)	Undergraduate Semester Course Enrollment
Carleton	38	31	40	5861
York	48	35	23	3794
Toronto	59	120	64	6914

(a) Compiled from data provided by the Discipline Committee.

Although we feel it would not be proper for us to make recommendations on this matter we wish to draw to the attention of the York department the major differences in faculty-student ratios revealed by the above figures.

Recommendations:

For York University we recommend:

1) that the M.A. programme and degree be reevaluated to accord it an autonomous existence as an important graduate degree, even if terminal, in its own right;

2) in view of the complementarity of York and Toronto in political science, and the underutilization of York already noted, that careful surveys be made of the most profitable ways for joint utilization of faculties, and for the expansion of student interchanges.

Carleton University

Table 26[a]

Basic Carleton University Graduate Data

Ph.D. Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	13	8	4	0
1969-70	16	5	1	2
1970-71	17	12	8	2
1971-72	19	12	5	0
1972-73	24	7	n.a.	3
	89	44	18	7

M.A. Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	21	12	5	8
1969-70	27	14	5	11
1970-71	12	11	6	13
1971-72	16	12	2	10
1972-73	23	17	n.a.	14
	99	66	18	56

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole arehigher than the totals for the actual number of individual students for the period.

Carleton also enrolls graduate students directly into its Institutes and Schools. Full-time enrollment of students whose first degree was in political science is shown in the following table.

Table 27[a]

Carleton Enrollment in Schools and Institutes

	School of Public Administration (b)	School of International Affairs	Institute of Canadian Studies	Institute of Soviet & East European Studies	Total
1968-69	21	13	2	0	36
1969-70	18	10	2	0	30
1970-71	20	5	4	1	30
1971-72	24	6	3	1	34
1972-73	0	8	5	1	14

(a) Compiled from data provided by the Discipline Committee.

(b) From 1968-69 until Fall, 1972, the School of Public Administration awarded 73 Master's degrees.

There are a number of features of Carleton University which provide collectively some degree of uniqueness for the institution. The first was its founding during the early war years in 1942 when it was designed particularly to meet the needs of civil servants in the capital area. Carleton College which awarded its first degrees in 1946, changed its name to Carleton University in 1957. A second feature is the geographical location of Carleton. This provides for Carleton as for the University of Ottawa unique access to government offices, officials and libraries. The interest in public administration in the university owes much to this circumstance. Over half of the faculty has had professional experience in government or politics. In addition, the location of Ottawa in an area of Ontario adjoining Quebec, and removed somewhat from the radius of leading universities to the west has contributed to some of the developments.

One of these has been the interest in French Canada reflected in the university. President Oliver and former President Dunton, both bilingual, were key participants in the B & B Commission, and have maintained this interest. (Former President Dunton now heads the the Institute of Canadian Studies at Carleton.) The Department of Political Science probably has a larger percentage of bilingual members than can be found in the other major universities outside of the Ottawa area. The department maintains a traditional language requirement for the Ph.D. degree (that is, two foreign languages, with statistics and computer programming as a possible substitute for one), but with the added requirement that Canadian graduate students must evidence both reading and oral facility in French. A third feature of the university has been the priority in some respects which has been accorded the social sciences, in comparison with other divisions of the university. Political Science, the first discipline at Carleton to launch a graduate studies programme, and the first in the Faculty of Arts to undertake Ph.D. work, has accounted for around seven per cent of the total university enrollment, and has been a beneficiary of this priority treatment. Again, the university has witnessed the creation within its social science confines of several institutes and schools which, if not a direct outgrowth from the Department of Political Science, have been integrally associated with it from the time of their creation. Finally, the university has recently amalgamated (in 1967) with a former Catholic College, St. Patrick's. This arrangement with a small college, albeit with a declining enrollment, has posed certain problems of adjustment during the period of transition.

The political science faculty has grown from 7 in 1960-61 to 16 in 1966-67 to 38 in 1972-73. The department has almost an equal number of professors, associate professors and assistant professors. Despite minor changes in numbers in the most recent months, this balance has been essentially maintained. Roughly 80 per cent of total departmental membership, including lecturers, have their Ph.D. degrees. The department has been balanced in another sense, in that both behavioural and traditional approaches and orientations have respectable representation. Though there is an absence of a cluster of 'stars' who stand out from their colleagues in their contributions, there has been a high general level of research and publication among the large majority of both the senior and most of the junior members. The diminishing number of faculty with no or minimal publications, most of whom are working on their doctorates, remains too large for complacency but does not constitute a major problem in the same way as would an equal percentage of faculty in a much smaller department. There is a special concentration of promising academics in their thirties in the Canadian politics area of concentration. The department includes 6 women members, one of them, Jill Vickers, serving as assistant chairman, another, Teresa Rakowska-Harmstone as head of one of the Institutes, and a third, Pauline Jewett, as former head of one of the schools. There are few prerequisites for researchers, with research funds and other forms of support quite limited. The teaching load of members of the department has been increased from an average of two to an average of two and one half courses, plus supervisory work. Nevertheless the morale appears to be high and there have not been recently any major turn-overs in personnel.

The Ph.D. programme is traditional in its requirements, with course work, written comprehensive examinations in one major and two minor fields followed by an oral examination, language requirements as mentioned above, and a thesis and a final oral examination on the thesis. To date 7 individuals have completed all Ph.D. requirements. In 1972-73 there were 24 full time and 7 part time students registered in the Ph.D. programme,[1] and it is expected that an average of 10 Ph.D.s will eventually be awarded annually. At this point, the numbers will be stabilised. The programmes which are most attractive are comparative government and politics (with special faculty strength in the Soviet and African sub-fields, and limited attention to the American field), Canadian government and politics, and international relations. The "I.R." program, with the eclectic approach of its faculty, is one of the strongest in Canada. There is adequate supporting strength in other fields. There is no evidence that the formal requirements have been relaxed as a result of some modest pressures to make adjustments. In short, the Ph.D. programme is a solid one.

The M.A. programme permits choices between a course and 'major paper' alternative, a course and thesis alternative, and a rarely selected option of straight course work. In all cases a final oral examination is given. A number of candidates have chosen both the thesis and the 'major paper' routes. Failures, especially of part-time candidates, have not been uncommon. A reading knowledge of another language, usually French, is required for the degree. The requirements as administered are among the heavier ones in the provincial universities. The department awarded 14 degrees in 1972-73, and has given a total of 56 since 1968-69. In the same period the School of Public Administration awarded 73 Master's degrees. A number of publications have resulted from the M.A. thesis. The degree in public administration will be affected by the changes in the objectives and curriculum of the School of

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[1] An alternative set of figures occasioned by a change in university registration procedures gave a total of 27 full time and 12 part time.

Administration noted below. The degree offered by the School has been viewed normally as a terminal one.

We have carefully examined the available data on admissions and other criteria for evaluating the quality of graduate students. It appears that, judging by the admissions criteria which are applied, the qualifications have been rising during the past five years in the social sciences in general and in political science in particular. However there has been marked unevenness from year to year in the numbers and qualifications of those admitted. In 1972-73, for example, three times as many of those admitted were placed in the B to B- category by the Dean of Graduate Studies (in accordance with his five point basis for allocation) than in 1973-74. At the same time the number admitted in the top A to A plus category rose during the past two years. One explanation for this difference lies in the changing rigidity with which standards are applied. The number of student acceptances has been increasing. Several members of the department properly feel that, despite improvement in quality, the major task ahead is to seek to attract a larger percentage of the reservoir of exceptional students. Too frequent changes in the administrative direction of the department and of graduate studies may have contributed to some of the unevenness cited, here as elsewhere. The inadequacy of the financial support for graduate students, perhaps the lowest average in Ph.D. granting institutions in Ontario, helps to explain the competitive disadvantage in the recruitment of the most talented.

There are four interdisciplinary schools and institutes with which the department has had close relationships from their inception. These are the School of Public Administration (founded 1953), the Institute of Canadian Studies (1957), the Institute of Soviet and East European Studies (founded as a Committee in 1963 and changed to an Institute in 1971), and the School of International Affairs (1966). The largest impact, in terms of direction, student participation and faculty involvement has in every instance come from the Department of Political Science, though each of the Institutes and Schools has important interdisciplinary components and consequently varying degrees of autonomy. Both of the Schools appear to be acquiring some faculty members "of their own" and other changes are in the offing in their relations to the department. For example, the philosophy and programme of the School of Public Administration are undergoing basic changes today as it has moved away from the heavily vocational civil servant emphasis of an earlier day. As viewed by the department "the emerging pattern of studies for the near future appears to be as follows: students primarily interested in management studies will enroll in the School of Public Administration, while students whose main concern is

Canadian and/or Comparative Public Administration will undertake their Master's or Doctoral studies in the Department of Political Science." Since the department will possibly fall heir to a larger portion of the part time graduate constituency of the school, "this may mean an even heavier emphasis on Canadian Government and Canadian and Comparative Public Administration as fields of graduate interest within the Department of Political Science than during the period up to 1972."

The nature and complexity of the federal interrelationships between the Department and the Schools and Institutes has provided much discussion and "soul searching" at Carleton. On the one hand, there are deep concerns about the administrative complexities occasioned by such relationships and the multiple commitments thereby which accrue to many faculty members. The growth of separate schools and institutes accentuates these difficulties. On the other hand, the schools and institutes owe their origins to special historical circumstances and provide for their students and faculty participants visibility, additional sources of financial support, interdisciplinary features, and special professorial contacts.

The chief thrust of Carleton's interuniversity cooperation, the consolidation with St. Patrick's having been completed, is in the direction of the University of Ottawa. Despite some forms of cooperation, as in library usage, faculty employment, and student enrollments the language and religious barriers in the past to closer contacts have been major ones. Some of these barriers are being removed at the present time, but the process of adjustment will take time. At present there are some initiatives in the public administration field which may generate a common institutional base for the University of Ottawa and Carleton, together with such federal agencies as the Public Service Commission and provincial agencies. Though these preliminary negotiations are to be encouraged,it would be a mistake for our consultants' committee to make recommendations calling for overly generous degrees of collaboration. Complementarity, to borrow a word from President Oliver, rather than collaboration may be a realistic goal at this time.

Some unrelated but significant matters, with a bearing on the quality and future development of the department merit a mention. The first is that the Administration, including the President and responsible Deans, view Political Science both as one of the most active and effective departments and most promising areas of development. Support from above can be expected in the future. A second point is the heavy and continuing undergraduate base for the department. With the equivalent of nearly 5,900 undergraduate semester enrollments in 1972-73 and a faculty student ratio of 1:21, it can be seen that the department rests on the base of heavy undergraduate enrollment which according to some faculty has generated unused faculty capacity capable of assimilating a larger graduate body with no additional strain. This undergraduate enrollment necessarily affects the plans for the development of graduate work, and shifting undergraduate interests must be reflected in the nature of the specializations of those who are teaching graduate students. A third, to repeat, is the absence of 'stars' in the faculty. The addition of one or two with deserved international reputations could add a special echelon to the academic environment and prestige of this strong and well-rounded department. Fourth, the library, with over 600,000 volumes, has been well designed in terms of the holdings and is supplemented, as mentioned, by the library of the University of Ottawa and the many government libraries in the area. Space for graduate students has, however, not been adequate. Computer facilities are adequate and up to 9 members of the department are considered to have considerable computer analysis experience. Thus the library and computer and data processing facilities appear to be adequate to support the graduate programmes.

The future plans of the department include the maximisation of the advantages of being located in the capital city. It is clear that the obvious advantages of this location can carry with them the potential danger of unduly facilitating the inducements of consulting and part-time work at the expense of teaching and research. Again, the plans to attract an increasing number of part-time students deserve full encouragement, if care is taken not to allow them as a group to determine standards. The number of graduate students to be admitted, allowing eventually, an average of 10 Ph.D.s annually should be continuously reexamined. But with these cautions, we repeat our view that the faculty is well balanced and able, and that the Ph.D. and M.A. programmes are strong at Carleton.

Recommendations:

For Carleton University we recommend:

1) that although the schools and institutes have added healthy components to the Carleton academic environment their future

development must be channeled and restrained in such a way as not to jeopardise the direction, morale, basic tasks, and contributions of the Department of Political Science;

2) in view of the promising developments in the relationships between Carleton University and the University of Ottawa, especially in the administrative training area, strong encouragement should be given in both institutions to steps looking toward greater 'complementarity' and cooperation.

Queen's University

Table 28(a)

Basic Queen's University Graduate Data

Ph.D. Data

	Registered Students(b)		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	19	14	3	1
1969-70	25	11	1	1
1970-71	19	14	1	2
1971-72	23	21	3	1
1972-73	27	13	n.a.	3
	113	73	8	8

M.A. Data

	Registered Students(b)		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	22	9	3	4
1969-70	24	10	5	8
1970-71	20	12	2	13
1971-72	17	12	1	17
1972-73	15	12	n.a.	11
	98	55	11	53

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students for the period.

Queen's University, which opened as Queen's College in 1842, established graduate work as early as 1889 and has consequently a long tradition of experience in this area. It has now over 1,000 graduate students in 38 departments out of the total student population of less than 9,000. It thus represents a medium size institution with early traditions of graduate work. The department, which has had a long and distinguished history, has grown rapidly in recent years from 7 faculty in 1960-61 to 25 regular faculty in 1972-73 (28 if visiting faculty and cross appointments are included.) Nevertheless, the rate of growth has been slower than at Toronto, York, or Carleton, and the department remains manageable in size, although it inevitably sacrifices thereby the degree of discipline coverage achieved by the 'big three.' The department separated from economics in 1965 and has had 3 chairmen since that time, John Meisel 1965-68, Hugh Thorburn, 1968-71, and Jack Grove, 1971- .

There are several other features of the university which may be considered in viewing the Department of Political Studies. The first is that the Departments of Economics and Political Studies have provided in Mackintosh, Corry, and Deutsch, distinguished leadership by social scientists at the Principal's level. Several special professorships (Hardy and Peacock) and Skelton-Clark Fellowships have been held by political scientists. (Professor David Easton holds a Sir Edward Peacock Chair at the present time.) These awards reflect the administrative recognition which the department has received, and have contributed to the high prestige it enjoys within Queen's University as a whole. The department partakes of an impressive academic tradition which supports the élan and pride of the faculty in political science.

The plans for the university call for a static enrollment of around 10,000 as a future limit, and the projections of the Department of Political Studies at both the undergraduate and graduate levels are influenced thereby. The problem of innovation and development must be examined in a context of limited numerical growth in the years immediately ahead.

The department has accepted in an evolutionary fashion some of the new orientations in political science, and its recent history has been marked by critical re-examination and absorption of these developments without provoking internal schisms. Differing methodological and ideological approaches are combined in a generally harmonious setting. The quantitative and empirical interests of such senior scholars as John Meisel and David Easton, and a number of younger professors, complement the more traditional institutional and historical interests of a majority of the department.

The faculty is especially strong in Canadian government and politics, comparative politics, and international relations, although the latter with only 4 faculty members lacks the breadth and coverage of Carleton's department. Within Canadian government and politics, the field in which the department's strength is most widely known and respected, it is especially strong in federalism, and in parties and elections. In viewing the several areas in which graduate work can be taken, political theory is thin, and public administration, despite the high number of successful theses, could benefit from added strength. The published research record of almost all members of the department is average or high, and some faculty have established international reputations. The Chairmen of the department during the past have encouraged by their own example this research activity. The department has contributed notably to the development of political science in Canada through the Canadian Political Science Association, and other professional associations. Its faculty during the post war period has included at least two presidents of the CPSA, one editor and one associate editor of its journal, and others who have been professionally active as office holders. The balance of the department in terms of educational background (Canadian, British, American and other advanced degrees), and of disciplinary approaches is noteworthy. The percentage of full professors (12 including part-time and joint appointments) is higher than the average in other provincial universities, though only 4 members of the department are over fifty-five years of age. The turnover in the department is low, and the future evolution of a young faculty will pose problems ahead to prevent static pressures from becoming dominant. Departmental morale is high, and there appears to be a considerable degree of intellectual interaction between faculty.

The M.A. programme permits two alternative routes, a primarily course route, which includes a directed reading programme and an extended paper, and a course and thesis route. The number of degrees awarded is about evenly balanced between these alternatives, with a slight faculty preference for the thesis route. The total number of M.A. candidates (full-time and part-time) during 1972-73 was somewhat smaller than the number of declared Ph.D. candidates (27 as compared to 40). The expansion appears to be careful, and the requirements are rigidly maintained. The number of failures attests to the concern for standards. In a limited sense the M.A., with [illegible] major in Public Administration, competes with the MPA degree awarded by the School of Public Administration. In both instances, however, the instruction is provided by the faculty in political science. The M.A. degree is an important degree at Queen's,both as a terminal degree and as an intermediate stage to the Ph.D. The department has awarded 53 M.A. degrees from 1968-69 to 1972-73.

The Ph.D. programme has received substantial re-examination in the department during the past five years, but few major changes have been made. The requirements include courses, one additional language - (French is required for those whose major field is Canadian studies) - a rigid set of comprehensive examinations in three fields, and a thesis and thesis examination. There have been failures by students even at the thesis stage. The supervision of Ph.D. work is highly personalized and carefully done. The quality of the successful doctoral candidates since 1966 has been high and a majority has already made recognized contributions as members of the faculties in universities in Ontario (with a special group at Carleton). Some 8 or 10 additional Ph.D.s are expected in the next 18 months, most of whom already hold teaching appointments. Projections ahead hopefully call for an accelerated completion rate. At that time, the placement of their large number of graduates may be a cause for concern. In the meantime, the quality of the Ph.D. programme is high and the record of most of the graduates outstanding.

In 1972-73, as indicated, there were recorded 27 M.A. and 40 Ph.D. candidates in the department, counting both full-time and part-time students. Applicants are attracted from most major Anglophone universities in Canada, and especially Ontario, with some exceptions, such as Toronto, McGill and Waterloo. The rate of acceptances of Queen's admissions is reasonably good, despite the rigorous competition from other universities for some of the applicants. Of 16 who have to date accepted admission for entry in 1973-74 in the M.A. or Ph.D. programmes, 8 have received either Canada Council or equally attractive McLaughlin fellowships. A number of the M.A. applicants who have accepted admissions have selected Queen's in preference to opportunities to study abroad, especially in the United States. The consultants were impressed with the graduate students whom they met, and especially with their motivation and critical evaluations. At the same time, we noted their criticisms that then available physical facilities and other factors prevented the development among the graduate students themselves of a stimulating climate in which ideas were the medium of exchange.

The several institutes, the Institute of Local Government, the Institute of Intergovernmental Relations, and the Institute of Commonwealth and Comparative Studies, do not have their own faculties and provide their own financial support for their programmes. Each is engaged primarily in research work and in this pursuit utilizes the presence of both graduate students and faculty members in Political Science. They also make available library and other facilities, and contribute to the attraction of graduate students with germane interests to Queen's.[1] The department hopes to increase graduate offerings in urban and regional government as a result of a recent strengthening of the Institute of Local Government, and the School of Urban and Regional Planning. The School of Public Administration is staffed from the outside, and particularly from Political Science, and offers its own M.P.A. degree which with its policy emphasis provides a particular public service orientation. In essence, the Institutes and Schools at Queen's are more closely related to the Department of Political Studies than is true of Institutes and Schools at some other Ontario universities. Their presence, which has provoked the usual discussions as to their advantages and disadvantages, provides a type of pluralism which on balance in the eyes of the consultants is to be commended.

A few additional factors with a direct or indirect bearing on the quality of the graduate programmes and research work at Queen's may be added. The library, together with available collections in the Institutes,Schools and other sources clearly possesses one of the stronger political science collections in Ontario. In the several libraries some 64,000 additions were made to library holdings in 1971-72, though there were reductions over the previous year in the number of serials received. In general library resources are perfectly adequate for graduate work, although we were informed of weaknesses in comparative politics, especially dealing with developing areas. The physical facilities for the department will be improved greatly when it moves later this year into a new building along with other social science departments. In addition to added space for the faculty and graduate students, there will be special arrangements for the computer facilities, a documentation center and areas for the storage of data processing and other materials. There are some tenuous links with outside universities. Some special arrangements have been made with the R.M.C. and the National Defence College, and of a different type with Quebec universities, especially Laval. But Queen's location has not encouraged or facilitated major inter-university relationships. More consideration might be given to this matter in the future. The undergraduate base for the Department of Political Studies provided the faculty-student ratio in 1972-73 of 1:8.5 (unweighted ratio), considerably below the university average of 1:14 and perhaps below that of any other major political science department in Ontario. While administrative assurances are offered that such a ratio will not affect the future plans for the department, and while there are some evidences of increased undergraduate enrollment next year, the future orientation of the graduate programme in a university moving toward a plateau of steady enrollment and facing budgetary stringencies cannot be fully divorced from a consideration of this base.

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[1] A Queen's survey of applicants who had been accepted with financial assistance, but who went elsewhere found that "the most common explanation was that the department selected offered more specialized training in the applicant's special area of interest. In this respect, the existence of an Institute is apparently very impressive and often the key deciding factor."

On balance, the consultants have concluded that the Queen's Department of Political Studies is a balanced and strong department of moderate size. It has had markedly good administration and high morale. Its deserved prestige is rooted in the past history of the department, and the contributions of a number of outstanding professors who have been members of its faculty. The records of its first Ph.D. graduates have been noteworthy. The dangers ahead lie in the possible complacency of a department with a ready made reputation, and a possible "hardening of the arteries" when few changes can be made in faculty composition during a forthcoming period of static enrollment for the university. Fortunately, the department and the university have considered the implications of a "steady state" situation somewhat more systematically than any other university in the province.

We have no recommendations for the Queen's department.

McMaster University

Table 29(a)

Basic McMaster University Graduate Data

Ph.D. Data

	Registered Students(b)		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	0	0	0	0
1969-70	0	0	0	0
1970-71	0	0	0	0
1971-72	19	0	2	0
1972-73	23	0	n.a.	0
	42	0	2	0

M.A. Data

	Registered Students(b)		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	28	10	3	11
1969-70	29	20	2	13
1970-71	45	16	4	31
1971-72	17	13	3	29
1972-73	33	5	n.a.	20
	152	64	12	104

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students for the period.

Several features of the history of McMaster University provide a pertinent setting for an examination of the Department of Political Science. First, the University was incorporated by legislative action as early as 1887, but it did not lose its denominational status until 1957. Second, the period of rapid development of graduate work in the 1960s has resulted in a substantial emphasis on the M.A. and Ph.D. degree in the University as a whole. As a consequence, there were in 1969-70 some 1,200 full-time and 500 part-time graduate students. In 1971, 428 M.A. and 85 Ph.D. degrees were granted. Historically the social sciences have been undernourished at McMaster. In recent years however they have developed very rapidly. All of the departments in the social sciences, including Sociology, History, Economics, Anthropology, and Religious Studies, which is recognized as a social science, have established doctoral programmes.

In 1960 2 political scientists in the Department of Political Economy had particular responsibility for political science courses. Their numbers increased to 4 in 1963, and to 7 in 1966, one year after a separate Department of Political Science was created. The department nearly tripled in size in the next three years, growing to 19 members by 1969. Subsequent growth has been modest, reaching 22 by 1973-74.

The faculty in 1972-73 was made up of 19 full-time members, and 7 who were part-time or had other special relationships with the department. Three professors from other institutions offered special courses during the year. The number of junior faculty members was large, slightly more than half of the department. In the full-time faculty of 19 there were 8 assistant professors and 3 lecturers. Senior ranks contained 5 associate professors, and 3 professors, subsequently raised to 4 by the appointment of a new chairman for 1973-74. The number of junior members who had not completed their degree was relatively large - 4 full-time and 2 part-time members - though the percentage was declining. Tenure was obtained with relative ease in the university as a whole during the period of rapid expansion in the 1960s, but the arrangements have subsequently been made more formal and restrictive. The published research of about half of the department has been quite respectable, in several cases very good, while the record of the remaining members (mostly junior) has so far been meagre. The "star" system as it has found application in the department, has had its proponents and its critics, but it did add overnight some academic stature to a department which tried to build very quickly. The greatest strength lies in the comparative government and politics field, with special attention deserved by the South and East European specialists who have been further strengthened by the appointment of Adam Bromke as the new chairman. The Canadian politics section is admittedly weak, as is international relations after the recent departure of 2 key personnel.

The recent period of rapid expansion has been marked by periods of internal divisions, which reached a climax during the past two years. These divisions combined in various ways to destroy departmental cohesiveness and to affect the operation of graduate programmes. During the past year the department has had both an Acting Chairman, and an Acting Co-Chairman, representing different groups and points of view to administer its affairs. The impact of these divisions and developments has limited the potential of the department, damaged its reputation among political scientists across the country, and no doubt contributed to some of the hiring problems encountered in recent years. It has also affected the quality of graduate work,and contributed to a looseness in the administration of the graduate programme. Fortunately, the recent selection, after a long search, of a new chairman in the person of a distinguished academician with a record of successful administrative experience, and with the unanimous approval of all members of the department, reflects a new spirit of collaboration. But the past cannot be completely buried overnight.

There are 38 M.A. students and 23 Ph.D. students currently (1972-73) enrolled. The number of M.A. students has dropped from the peak enrollment in 1970-71 of 61. Whereas nearly half of this enrollment in that year consisted of foreign students, the percentage of applicants from abroad has fallen and around 70% of the new admissions for 1973-74 will be Canadian students. The number of Ph.D. students has remained stationary for reasons which will be mentioned later. Thus the number of graduate students has dropped sharply, and the national composition has increasingly indicated Canadian origins.

The admission standards have been raised and, under the oversight throughout the University of the Dean of Graduate Affairs, no one has been recommended for admission during the past year in the department unless the applicant possessed at least a high second class honours. Despite this fact, there is a respectable percentage of acceptances by students. They are encouraged by the guarantee of an award of at least $3550 to each full-time graduate student admitted. This award system, perhaps the most generous of any Canadian graduate school, is made possible by the policy of the university to allocate sufficient resources so as to enable each graduate student to devote full time under acceptable circumstances to graduate work. Some other institutions complain that their more modest award systems place them at a competitive disadvantage with McMaster. McMaster replies that each university is free to allocate funds as it will for graduate student support.

It is not possible to appraise the quality of the students in a comparative light, but the available data indicates an adequate level of capability. However, there are some doubts expressed as to whether they are required to make maximum exertions under present circumstances. This is one reason why the present efforts to restructure and to tighten the requirements for the M.A. degree merit sympathetic attention.

Both the M.A. and Ph.D. programmes are in a process of change. The present M.A. programme, which is being re-examined, called for an optional choice between the successful completion of four full year courses or the completion of three full courses and a thesis. Prior to 1969 when the Ph.D. assessment recommended with conditions the institution of the Ph.D. degree, the M.A. degree was regularly a thesis degree. In 1969 it came to be envisaged as less a terminal degree and more a way-station toward the Ph.D. The option which was introduced thus in effect provided both a greater flexibility and a lightening of the requirements. One result was the awarding of 93 M.A.s during the four years after 1969. Of these only the exceptional involved the preparation of a thesis. (We were informed of only one student at present following the M.A. thesis option.) Thus, at a time when graduate enrollment was being rapidly increased, the M.A. degree was refashioned on the American model, the requirements were lessened, and the programme turned into a feeder for the Ph.D. programme. This latter role was detrimentally affected by the subsequent embargo on the Ph.D.

At the present time, the Departmental Committee on Curriculum and Policy has tentatively agreed to recommend changes to the department with a view to strengthening the degree, to recognizing its useful character as a terminal degree for certain types of employment, and for changing the alternatives which are open to students. The probable direction will be a heavy and perhaps exclusive stress on combined course and thesis requirements. If alternatives are provided, they might be in the direction of a comprehensive examination along with the four courses, or of a body of specific and required core courses and seminars for all M.A. candidates. Thus, with the reduction in numbers there will be a more structured and demanding set of requirements for the M.A. degree. The consultants feel that these changes are in the right direction.

The history of the Ph.D. programme in political science has been an unusual one. A highly qualified assessment committee, Harold Lasswell, Samuel Huntington, and John Meisel, appraised, subject to certain conditions, the offering of the degree in 1969. After the university had approved the degree 18 graduate students were enrolled in the programme. At that time it was optimistically expected that from 15-20 doctorates would eventually be awarded each year, and that the faculty would grow to 30. The provincial embargo followed shortly thereafter, with its adverse psychological effects. Nevertheless, the university assumed responsibility for the continuance of the programme for the students already admitted and, in addition, agreed to support the admission of 5 additional students from the M.A. programme. Under these special circumstances, the provincial government agreed to fund this 'interim' programme involving the students admitted. However, the 'freeze' on new admissions has continued during the past and the current academic years. The net result has been a situation of doubt mixed with uncertainties. These uncertainties were aggravated by the internal tensions in the department and perhaps contributed to them.

These circumstances, together with some changes in the faculty composition of the department have prefaced the re-examination of the Ph.D. programme. The present requirement consists of a minimum of four full courses beyond the B.A. and two full courses beyond the M.A. degree, a comprehensive examination based upon two essays "dealing with his areas of competence," and a thesis prepared under the direction of a supervisory committee followed by a thesis examination. The requirement of research tools (language, statistics, etc.) is at the discretion of the supervisory committee. To the present, several students, with some of whom the consultants have talked, have completed their comprehensive examinations but none has as yet finished the thesis.

It was in this somewhat uncertain and unsettled situation that the Departmental Committee on Curriculum and Policy began its examination of the Ph.D. This reexamination has resulted in several steps designed for simplification and consolidation. First of all, the number of 'fields' in which the doctorate can be offered has been reduced from four to two, comparative government and politics, and political theory. The previous field of Canadian/American relations has been placed under comparative politics. International relations has been dropped as a field, partly, as indicated, owing to two recent resignations, but also because of limited graduate interest. Second, the number of students to be admitted will be sharply reduced from the original projections. Present plans anticipate admitting no more than 6 or 7 a year to the doctoral programme, and maintaining an average of 15 students at a time. Third, the matter of requirements of certain tool subjects, core seminars, etc., is being carefully and critically examined with some possibility of change. Finally, the university administration and the new chairman have recognised commitments to add strength to the department. In short, some changes have been instituted and others remain on the drawing boards.

Several additional features of McMaster merit brief mention before our concluding recommendations: the first is the nature of the library holdings. With a total of around 650,000 volumes, an adequate acquisition rate, and useful documentary collections, the library is well equipped to support M.A. and Ph.D. research programmes. The undergraduate base is substantial, with over 3100 undergraduate semester course enrollments in 1972-73 and an honours enrollment of 62 for a full-time equivalent faculty of around 20 members. The general university faculty-student ratio of 1:16 for undergraduates might be noted by way of comparison.

Though McMaster is an original member of the five university Co-operative Graduate Studies in Politics Arrangment, there is no evidence of any real interchange of students. "I am doubtful" of the success of such a cooperative programme, states one well-informed observer, "unless it is formalized by the government." Our consultants' committee is strongly of the opinion that a thorough exploration of the potentialities of regional cooperative arrangements should be undertaken.

The general situation at McMaster, as summarized in this report, has been characterized by rapid faculty and student expansion followed by a contraction of the student body; by the accompanying departmental divisiveness, which preceded the current stage in which greater collaboration is anticipated following the selection of a promising chairman; by the move toward reorganization of the M.A. and Ph.D. programmes designed to strengthen both degrees; and, under these circumstances by renewed evidence of administrative, departmental and general university support for these new programmes and for the department.

Even in the light of the above hopeful features, and assuming that the future will finally end the debilitating internal conflicts of the better part of a decade, several facts must be recognized. With all its talents and energies devoted to constructive academic ends in the near future, McMaster would remain one of the two weakest departments in the province offering the Ph.D. While not significantly smaller than Queen's it is not comparable in general academic calibre. The large number of junior faculty, the fact that nearly half of the department has published little or nothing, interact with the doubts inspired by the uncertain history of the department,the general shortage of good graduate students in the province, and manpower considerations, to suggest the desirability of an additional delay before any new doctoral candidates are admitted. Such a delay will give the department the opportunity to redress the shortcomings identified in our examination. Since some of these reflect the formative stage the department is still in, we are hopeful that in the proposed period the capacity of the department to justify a future place for itself in doctoral work will be markedly enhanced.

The major recommendation which follows is based not only on the considerations discussed above in our evaluation of McMaster but also on our appreciation of the excess capacity existing elsewhere in qualitatively superior departments, and the market situation discussed in our chapter dealing with "The Political Science Manpower Problem." These considerations, we believe, require us to make judgments of comparative quality.

Recommendations:

For McMaster University we recommend:

1) that the existing generation of students be continued in the doctoral programme,but that no new students be admitted until the department has successfully passed a Ph.D. appraisal by an OCGS appraisals committee no sooner than the Autumn of 1976. Such

an appraisal should examine the purpose, size, coverage, requirements and likely quality of the Ph.D. programme then proposed. At that time the standard required of McMaster should be set by the then existing system of doctoral education in the province, hopefully with a recognition that some latitude in the application of the criteria thereby suggested is desirable in the interests of healthy academic competition, and also for developmental considerations;

2) the elevation of the requirements and status of the M.A. along the lines now being proposed in the department;

3) the undertaking of a thorough exploration of the potentialities of a greater degree of regional collaboration with nearby universities than presently prevails.

The University of Western Ontario

Table 30[a]

Basic University of Western Ontario Graduate Data

Ph.D. Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	8	0	2	0
1969-70	6	0	0	0
1970-71	2	4	0	0
1971-72	2	4	0	0
1972-73	4	6	n.a.	0
	22	14	2	0

M.A. Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	17	5	5	1
1969-70	18	9	5	4
1970-71	28	25	11	11
1971-72	25	28	5	5
1972-73	30	32	n.a.	7
	118	99	26	28

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students for the period.

The Western Department of Political Science has displayed the expected pattern of growth in the past decade. In 1960-61 there were 4 political scientists in a joint department with economics. A Department of Political Science was created in 1962, grew to 9 members in 1966-67, [illegible] 1969-70, and advanced to 20 in 1970-71. It has subsequently fluctuated between 24 and 25 members. Five different [illegible] have served as chairmen since the department became independent in 1962, and the sixth has just taken office. Minimum faculty expansion is planned for the next five years.

The 22 faculty for 1972-73 for whom data was provided contained 1 special lecturer, 2 lecturers, 8 assistant professors, 6 associate professors, and 5 professors of whom 3 were in the local government field. The Ph.D. programme of the department has focussed on three main fields since its inception: Canadian politics, normative theory, and urban and regional government.

Within the field of Canadian politics the orientation of the department can be described as historical, traditional, and institutional. The representation of quantitative, statistical approaches and skills in the department is deliberately limited. The position of the department contrasts with the Western History Department which has just made a very deliberate appointment of a social historian in American history with quantitative skills who is viewed as a potential department catalyst. The Political Science department's position is that the possibilities exist for students to gain adequate understanding if they are so inclined. We do not accept the proposition that a reasonably sized department of political science can accord so little place for one of the major political science trends of the past quarter of a century. In our view, those skills required to converse intelligently with colleagues in the discipline should be readily available.

On the basis of our limited observations we felt that the morale and internal working relationships in the department were excellent. There was a strong cooperative undertone, and indications of internal harmony.

With the exception of the senior faculty in local government, and a handful of others, the department is not heavily research oriented. Approximately half of the department has published nothing or very little. The relative youth of several department members, and the several Ph.D.s pending are contributory factors, but they do not constitute a sufficient explanation. A more fundamental explanation probably lies in a department climate which has not always provided adequate support for research activity. A recent reduction of the teaching load to two courses was partly designed to raise the research level of the department.

The supporting infrastructure of computer facilities and the library seemed adequate for graduate work. The library is especially strong in government documents which are well cared for and well organised. It contains especially helpful local government archives for Middlesex and adjacent counties, which provide valuable information for geographers, political demographers, and students of local government.

The department offers graduate work at both M.A. and Ph.D. levels. The M.A. programme commenced with two students in 1962. Despite the addition of a Ph.D. programme the requirements for the M.A. have not been relaxed as has been the case elsewhere. A written thesis is required, along with three graduate courses. There are no plans for introducing a course work M.A. Master's theses show evidence of careful supervision and preparation. The department clearly takes the Masters' degree seriously. At the M.A. level the department offers comparative politics, and international relations along with the three fields in which it is active at the doctoral level. The rate of degree completion is indicated for the 5-year period, 1968-69 to 1972-73, when there were 118 full-time student registrations and 99 part-time ones, by the awarding of 28 M.A. degrees. The Western completion rate is towards the low end of the M.A. institutions in the province,[1] and although this may reflect the fact that not only is it a thesis degree, but apparently a tough one, the completion rate deserves careful scrutiny.

The Ph.D. programme in political science was approved by the Senate of the University in February, 1967, and the first three students registered in September of that year. It was subsequently decided to admit no further students until the programme had been appraised so that the university would receive the full provincial grant available under existing provincial regulations. The department's programme was successfully appraised in 1971, and has operated at a modest level ever since. In 1972-73 there were 4 full-time and 6 part-time students. No degrees had been awarded by the time of our visit, although one was anticipated in the near future. The department's projections of PhD enrolment are conservative, and are based on the recruitment of about one new applicant each year. By 1978 the department plans to have only 7 full-time and 5 part-time in the programme.

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[1] See Table 17, p. 62.

The requirements for the degree, as of the summer of 1973, place special stress on the thesis. Candidates are required to take three courses in their first year followed by an oral comprehensive covering three fields in political science at the end of the year. A course in the Scope and Methods of Political Science is required of candidates who have not already had a similar course at the graduate level. There are no language or statistics requirements as such, although, at the discretion of the department, they may be required if deemed necessary for the candidate's research. There is no official pre-thesis presentation. If the candidate adheres to this schedule all pre-thesis requirements are satisfied after one year in the programme.

In addition to its existing graduate offerings the department proposes several new urban programmes. There are plans for Diploma and Masters' programmes which stress public administration at the urban and regional level, hopefully to commence in 1975. This may be an area of significant future expansion for the department. These programmes, however, are highly specific, oriented to the needs of municipal civil servants, and still in the planning stage. We do not feel that their evaluation falls within the purview of our inquiry.

The Western doctoral programme is offered in the three fields for which it was successfully appraised in 1971: Canadian politics, urban and regional government, and traditional political theory or in terms of ACAP classifications, normative and historical theory. The Western department, like McMaster, clearly lacks the broad coverage of the discipline available to the three larger departments of Toronto, York, and Carleton. Again like McMaster, it falls far short of the per capita quality of the Queen's department to which it is closer in size. As already noted the research orientation of the department has significant weaknesses. The question, therefore, is whether or not, in spite of the above considerations, there is a place for Western in the three fields it has identified as constituting its strengths.

Our evaluation of the three fields in which Western offers the doctoral degree reflects our appreciation of the excess capacity existing elsewhere in qualitatively strong departments, and the market situation discussed in our chapter dealing with "The Political Science Manpower Problem." These considerations, we believe, require us to make judgments of comparative quality.

Faculty strength in normative theory is restricted to 4 individuals for whom it is their major field. Compared to other Ontario departments, which stress theory at the doctoral level, the Western department is weak. With the distinguished exception of Professor Barnard, the senior theorist, the published research of the other three faculty for whom theory is their major field is minimal, amounting to one article in press. We recognise that works in theory may not emerge with the same facility as is true of some other fields of political science. We also recognise the important role of teaching, and we have considered the strongly favourable reports on the teaching of several theorists. We also have been made aware of various projects under way. Even if, for the sake of argument, it is conceded that theory at Western has strengths equal to that of Carleton or Queen's, these departments do not stress normative and historical theory as areas of doctoral strength. We are, therefore, not able to endorse theory as an area of strength at the Ph.D. level at Western. Excepting graduate students already engaged in thesis research in that field we recommend that no more candidates be admitted to the Western doctoral programme whose major interest, and proposed research area, lies in that field.

In terms of faculty numbers Canadian politics is more strongly represented at Western than theory. It is the major field of four faculty, and the minor field of five faculty. Nevertheless, as with McMaster, the faculty of Western interested in Canadian politics is, comparatively speaking, small. This is not in itself a determining consideration as long as the numbers involved are adequate to cover the field, or coherent parts of it, in an acceptable manner. Nevertheless, the small Canadian politics contingent at Western does not have the scope for slack which larger numbers give the other departments with which it must be compared. The relative numerical weakness of the Western effort could be counterbalanced by the overall quality of the four faculty for whom it is their major field, with backup from the others. We have examined the relevant curricula vitae of all nine individuals closely, and have engaged ourselves in numerous discussions with other political scientists in our attempt to fairly assess this field at Western, as we also have done with other fields elsewhere. Although some important contributions have been made by a few department members, most recently by Professor S. J. R. Noel, the overall evidence does not convince us that the Canadian politics field is strong. Given the strength of Canadian politics at Toronto, York, Carleton, and Queen's we are unable to endorse Western as a department capable of offering a Ph.D. degree in that field. Its approach to Canadian politics is not sufficiently differentiated from that available in other departments to justify a special place on this ground at the Ph.D. level. Excepting graduate students already engaged in research in Canadian politics we recommend that no more candidates be admitted to the Western doctoral programme whose major interest, and proposed research area lie in that field.

The third field in which Western was successfully appraised is urban and regional government. Across the province this field has only scattered nuclei of faculty in twos and threes. The Western programme with four faculty for whom it is the major field, and one for whom it is a minor field has the initial justification of comparative numerical strength. The programme also has elements of uniqueness with its strong cross links with geography, and the strong practical component on its staff (as is also true of Queen's). There is both department and university support for this field, reflecting a deliberate policy that it be built up. The department believes that "Western has become the first university in Canada, and one of the first in the world, to achieve an effective synthesis of the techniques of modern geography and political science." Three of the faculty in this integrated, interdisciplinary programme are full professors with extensive publication records. We feel that Ph.D. work at Western, at this point in time, should be confined to this one clear area of strength in which Western possesses obvious competitive capacity. The programme, which is innovative, somewhat experimental, and in a field which is not strong elsewhere, deserves encouragement. We are supported in our recommendation by the fact that this area of graduate work is not likely to run into market problems in the immediate future, as openings are available at municipal, regional, and provincial levels.

Recommendations:

For the University of Western Ontario we recommend:

1) an internal examination of the completion rate in the M.A. programme;

2) except for graduate students already engaged in thesis research in Political Theory, and Canadian Politics, who must be allowed to complete their doctoral work, we recommend that no more candidates be admitted to the Western doctoral programme whose major interest and proposed research areas lie in these two fields;

3) that Ph.D. work at Western should be confined to Urban and Regional Government;

4) that if at some future time the department seeks a reappraisal to extend its doctoral work into fields other than the one here recommended for continuation, the criteria to be applied by the OCGS appraisals committee should be the same as for McMaster, the quality of performance of the then existing system of doctoral education in the province, hopefully with a recognition that some latitude in the application of the criteria thereby suggested is desirable in the interests of healthy academic competition, and also for developmental considerations;

5) that the department add to the plurality of its orientations by the addition of one or two senior academics with a behavioural/quantitative orientation;

6) that the department facilitate research by its faculty.

The University of Ottawa

Table 31[a]

Basic University of Ottawa M.A. Graduate Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	14	13	0	2
1969-70	32	15	0	0
1970-71	28	16	0	8
1971-72	29	14	0	2
1972-73	26	21	n.a.	19
	129	79	0	31

[a] Compiled from data provided by the Discipline Committee.

[b] Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students.

The University of Ottawa, whose history goes back to the "College of Bytown" which opened in 1848, is unique among the Ontario universities we visited. It is officially, and in many ways effectually, bilingual. In 1971-72 there were 8,500 full-time and 10,000 part-time students. The students come from Francophone Canada, not only from Quebec (although 30-35% of all undergraduates and graduates are from that province), but also from New Brunswick and many parts of what may be called Franco-Ontario. Owing to the special nature of its recruitment pattern in terms of geography and language the university is not a serious competitor for students with English language graduate schools in Ontario. Indeed, the major competitor of the Ottawa political science department is the University of Quebec at Montreal.

While the university exists in the national capital, its relations with the local milieu are not the same as Carleton's, although there are important similarities which deserve mention. It benefits from the same extensive library facilities of Ottawa as does Carleton. Federal politicians and civil servants can be contacted for interviews and seminar participation in the same beneficial way; and several of the political science faculty have extensive governmental contacts. Further, location in Ottawa makes possible the development of a stronger interest in national politics than exists in any French Canadian university in Quebec. Finally, the capital city and the federal civil service provide major employment outlets for the bilingual graduates of the university.

The differences of response to the local environment by Carleton and Ottawa reflect the impact of language and culture on the subject matter of political attention. The extensive research and contract links with the federal bureaucracy which Carleton possesses are much less evident at Ottawa. The focus of the Ottawa political science department on federal politics, which is unusual for a French language department and reflects the Ottawa milieu, is supplemented by a strong course and research focus on provincial politics (in this case the politics of Quebec) unusual in an English language department. The Ottawa department "lives" in both Ottawa and Quebec with a resultant duality of focus in Canadian subject matter.

The Ottawa department, not surprisingly, is involved in a network of institutional relationships, professional contacts, and academic experiences different from those of the English departments of the province. The department has extensive links with Quebec universities. Three members have degrees from McGill, 5 from Laval, and 2 from Montreal. Of the 7 completed Ph.D.s 4 are from continental Europe and only 1 is from the United States. Of the remaining 12 Ph.D.s pending 1 is from the United States, 2 from continental Europe, 2 from LSE, and 7 are from Canada, including 4 pending from Queen's. Five faculty members have taught full-time or part-time in Quebec universities. For many of the Francophone faculty Laval is especially respected as the centre of the best developed social science tradition in the French universities of Quebec. Its relationship to younger, less developed institutions is similar to that previously possessed by the University of Toronto vis-à-vis the smaller and the new English language institutions then emerging across the country. In these circumstances the University of Ottawa has to struggle against the pulling power of Laval specifically, and Quebec universities generally, in its attempt to establish some permanency in those of its Francophone staff for whom Quebec is home.

The department has doubled in size since 1966-67, growing from 9 members to 17 in 1972-73. Only 2 members of the existing department have connections with the pre 1965 era. Attempts to recruit senior people have failed. The curricula vitae (provided for 19 members of the department, including 2 replacements for professors on leave) reveal that 13 members are 34 years of ago or less. Although the growth of the department has made it much more professional, there are only 7 completed doctorates, and 12 Ph.D.s are pending as of the summer of 1973. Most of the department lacks tenure. In these circumstances it is not surprising that the overall publishing record of the department is decidedly slim, although a few faculty are well published.

The department gives an impression of energy, possibly a concomitant of its youthful composition. Several members of the department have important disciplinary and professional responsibilities. The department contains the editor of the CPSA newsletter, the Secretary-Treasurer of the Canadian Political Science Association, and the director of the parliamentary internship programme in Ottawa. The new chairman, André Vachet, was président de la société canadienne de science politique for 1972-73.

The department is very much in process of creation, and it is not easy to speak confidently of its future. Many of the faculty have only been in the department for two or three years. We were provided with the strong impression that the university administration will take a strong line in the future, insisting broadly that no tenured appointments be made without the doctorate, and without additional evidence of scholarly activities. The Dean of Research in the Social Science Faculty will be offering substantial funds to support faculty research and publishing in the future. It is to be hoped that this will facilitate the completion of the respectable number of research projects now underway in the department.

The university is currently re-examining its formal structures with a view to more effective administration; so the following description will to some extent be dated before very long. Never-the less, it is the situation that existed in July, 1973.

The Political Science Department is part of the Faculty of Social Sciences, with two other departments, Economics and Sociology. Like many of the social science departments in universities with a substantial Quebecois constituency these departments, especially Political Science and Sociology, were radically affected by the events of 1969-70. There were strong demands for the University of Ottawa to become a unilingual French university. These demands were resisted by the university administration who pointed to the charter of the university in which the bilingual principle is set forth, "to further bilingualism and biculturalism and to preserve and develop French culture in Ontario." It is not our purpose to resurrect this quarrel but simply to note that remnants of the past were discernible in the Political Science Department and perhaps in the Faculty of Social Sciences as a whole. The Faculty, and the Political Science Department especially, has a strong undergraduate and graduate base in French Canadian students from Quebec, about 60 per cent of their respective totals. This has many advantages: it provides a strong French-speaking milieu for Franco-Ontarians, and Acadians from New Brunswick whose French ambiance has been more corroded; it also provides a cadre of intelligent (and usually more affluent) Quebecois who provide the department with its intellectual vitality. The Franco-Ontarians tend to come from more disadvantaged backgrounds, and are apt to be more conservative both intellectually and academically. For the Quebecois student there is a clear advantage to be gained by coming to the University of Ottawa, as opposed for example to going to the University of Montreal. Most important, perhaps, is that he saves a year if he comes from a CEGEP. After two years at a CEGEP a Quebec student may obtain an honours degree at the University of Ottawa in two further years, whereas at the University of Montreal it takes three. Furthermore, there is a close relationship between staff and students, especially in Political Science, where the department is young in age profile. Finally, the University of Ottawa's political science department is the only French speaking department in the country which has a strong specialization in Canadian, as well as Quebec, politics. The political developments of recent years in Quebec have stimulated the political science departments of that province to focus on Quebec politics to the virtual exclusion of national politics and the Canadian political system as a whole. Consequently, the Quebec student seeking to learn about Canadian public administration, or government, aiming possibly at a federal civil service career may find the University of Ottawa especially suitable.

The department of political science offers courses in French and English for the first two years, but in the last two years and at the graduate level, courses are mainly in French. While this is understandable, given the past development of the department, the university administration is anxious to broaden the possibilities of the department for Anglophones. The university wants to turn out bilingual Anglophones, to supplement the bilingual Francophones turned out by the department of political science. There is here a difference of emphasis between the administration and the department which we note, without offering advice.

For the last five years the Ottawa M.A. programme has been among the larger in the province. For 1972-73 the programme had the large enrollment of 26 full-time and 21 part-time students. From our limited observation the students seemed to be of good quality, and we were informed that the standards of admission are B plus. Nineteen M.A.s were awarded in 1972-73. In the four previous years for which data is available, however, the completion rate was extraordinarily low. From 1968-69 to 1971-72 there was an average of only 3 degrees per year, although enrollment ranged from a high of 32 full-time and 15 part-time to 14 full-time and 13 part-time. The graduate students we met were lively, friendly, French-speaking, mostly from Quebec, and mostly aiming at careers in the federal public service. One had already been so placed. He made the interesting comment that the government was not so much looking for bilingualism as biculturalism,suggesting a still more ramified role for the University of Ottawa. This comment was also borne out by our discussion with university officials.

The graduate concentration of the department is primarily found in the two fields of Canadian politics and international relations. The department also maintains smaller core programmes at the graduate level in comparative politics, and in political thought. Public administration is largely hived off and in the hands of the School of Management Sciences, while development administration is largely handled by the Institut de Coopération Internationale. Until two years ago the Masters programme was a combined course and thesis programme. It is now a double barrelled programme offering the degree by courses alone, or by courses plus a thesis seminar and a thesis. The style of the Ottawa M.A. without thesis, which is more popular with students than the thesis option, is unique in our survey. It places a strong emphasis upon seminaires de recherche, research by a collective group, a cadre of from 6 to 10 students working closely, in fact side by side, with the professor. This group research, recherche d'équipe as it is called in French, which is accompanied by directed reading seminars, struck the consultants as being an especially interesting example of research which might well be considered by other political science departments. It demands hard work on the part of the professor, and a generally high level of skill and technique on the part of the students. In other words, the M.A. degree at Ottawa by course is not a series of courses stretched on top of the Honours B.A., but is a concerted attempt to provide the student with a series of seminar research opportunities in different areas of the discipline.

The Ph.D. programme in Political Science offered by the University of Ottawa some years ago has been abandoned as inappropriate. One student remains officially registered, but it is not the intention of the department to reenter the doctoral field for at least another five years. It is however of some historic interest to note that the University granted 21 Ph.D.s in political science from 1941-1967. According to a recent study Ottawa was second only to the University of Toronto in awarding political science doctoral degrees from 1930-1960.[1] The consultants did not have an opportunity to assess the quality of this numerically significant output of previous years. The voluntary discontinuation of the programme by those closest to its operation presumably reflected doubts about its quality.

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[1] Allan Kornberg and Alan Tharp, "The American Impact on Canadian Political Science and Sociology," in Preston, ed., The Influence of the United States on Canadian Development, p. 66.

As the only department offering graduate work in French, and the only French language department with a strong interest in the Canadian political system Ottawa is not just another department offering the M.A. degree with aspirations for the Ph.D. The existence of bilingual political scientists, particularly those whose mother tongue is English, is an important contribution to the discipline in Canada. The diversity of graduate training of the faculty, especially with respect to degrees from continental Europe, represents a salutary element of distinctiveness in a political science community with inadequate contact with political science traditions outside the English speaking world. As the department matures and research and publication increases the faculty has the opportunity to display to its colleagues a rather different mix of political science orientations than is available elsewhere.

The special role of the University of Ottawa, and the uniqueness of the student body it recruits preclude the application of such uniform policies as Ontario wide centralised admission policies to its different circumstances. The bilingual aspect of the university generates extra expenses, and adds complications to the preparation of courses and curricula. Special demands are posed for the library budget which is severely stretched by the requirement that it buy as many books as possible in French as well as in English. Francophone students with a weak second language competence have difficulty with a discipline, the bulk of whose publications are in English.

At present the Ottawa department can not be described as good or bad, but only as beginning. The next few years will be crucial. The department faces special problems in recruiting, since a prospective faculty member should possess bilingual competence. The requirement of some faculty balance between those who have grown up in a French Canadian environment and those who have grown up in an English Canadian one is equally difficult to satisfy. At this point in time the essential requirement is for existing staff to complete the large number of Ph.D.s pending and to display continuing evidence of active research interest. University incentives and sanctions to achieve these objectives seem entirely reasonable and necessary.

The department has been in the past too much cut off from History, Geography, and other disciplines not in the Social Science faculty, and its student body in consequence deprived of some useful outside intellectual influences. The common orientation recently developed in the Faculty of Social Sciences, and elsewhere in the University, around the theme of 'Development' will help to overcome this isolation. Additional indications that this isolation was changing were offered by several administrative officials, and this is probably wise and in the best interests of all concerned.

Over the past 5 years the record of completions in the M.A. programme was low until the major improvement in 1972-73, a change principally resulting from the new M.A. programme without thesis. Departmental energies for the next 5 years can be most usefully spent in consolidating the existing M.A. programme which looks promising. The Department of Political Science at Ottawa is clearly not in a position to offer a Ph.D. of acceptable quality at this time.

Recommendations:

For the University of Ottawa we recommend:

1) that the Ph.D. programme be reinstituted only after an outside appraisal by OCGS;

2) that for the next 5 years the department concentrate on establishing itself, rounding out the degrees of its young faculty, commencing additional research, and consolidating the M.A. programme;

3) that any future provincial policies on admissions or financing take into account the unique features and special problems of the University of Ottawa;

4) in view of the promising developments in the relationships between Carleton University and the University of Ottawa, especially in the administrative training area, strong encouragement should be given in both institutions to steps looking toward greater 'complementarity' and cooperation.

Table 32[a]

Basic University of Windsor M.A. Graduate Data

	Registered Students[b]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	10	1	5	3
1969-70	8	0	1	4
1970-71	11	2	4	2
1971-72	13	5	8	9
1972-73	16	9	n.a.	5
	58	17	18	23

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students.

The University of Windsor is a non-denominational institution with roots extending back to the Roman Catholic institution, Assumption College, founded in 1857. From 1919 to 1953 Assumption was affiliated with the University of Western Ontario as an integral part of the latter's faculty of Arts and Science. The relationship with Western ended in 1953, and the University of Windsor was incorporated in 1962. In 1972-73 there were 5,500 full-time students in the university, plus 3,000 part-time students. Sixteen of the 438 graduate students were in the M.A. programme in political science. Arts is the strongest faculty in terms of enrollment with three times as many students as the next largest faculty.

History and geography have influenced the development of the department, which has grown from 2½ faculty in 1963, to 6 in 1966-67, 13 in 1969-70, and to 16 in 1972-73. The present department of 16 members is the result of three waves of expansion. Three members predate the incorporation of the university in 1962. Three others arrived shortly thereafter. The largest contingent of 10 has arrived since 1968. This growth has diversified the department's coverage of the discipline and supplemented the more traditional political science of the older members, which combined institutional and normative perspectives in various mixes, with the more empirical research interests of some of the recent arrivals. It is also probable that the growth in size, and the accompanying creation of a graduate programme have strengthened the department's research orientation which seems most pronounced in younger members fresh from graduate school.

Geography helps to isolate the Windsor department from other political science departments in Ontario, although history is not without its effects, as 5 of the 16 members have done undergraduate or graduate work at Windsor or Assumption and thus contributed to a certain ingrown tendency. There is much skepticism in administrative circles about the value of cooperation with other universities, particularly with the closest Ontario neighbour, Western. The belief seems to be that in such 'cooperation' Windsor would lose much and gain little. While the historical evolution of relations with Western, and the impact of history on present attitudes is too complex for the consultants to disentangle, certain tentative suggestions can be offered. The previous dependent status of Assumption vis-à-vis Western may have left the usual legacy of attitudes. Second, a form of territorial rivalry for disputed population between the two institutions was readily sensed on our visit. A third factor, of particular relevance to political science, may be the more traditional disciplinary orientation of the Western department in contrast to the more behavioural orientation of the younger Windsor faculty.

In many ways the department at Windsor has more impressive links with nearby American institutions than with universities within the same provincial jurisdiction. Some of the students noted that they were nearly as close to Chicago research facilities as to those of Toronto. It is also relevant in this connection that of 12 completed doctorates in the department 5 are from the University of Michigan, and a sixth faculty member taught there before joining the Windsor department. The department also has close connections with Wayne State University in Detroit whose library facilities can be used on an interchange basis. Students can also use the research library at Ann Arbor and can commute to the consortium at Michigan. These considerations explain the approving graduate student remark that the department had a Michigan flavour without Michigan prices.

One final reflection of geography may be mentioned. The University of Windsor, taking advantage of its location, has for many years had an annual seminar in Canadian/American relations in which members of the political science department have vigorously participated, although that particular subject is not a research or teaching specialization of the department.

The concentration and strength of the department are most pronounced in Canadian government and international relations, both of which are areas of emphasis in the M.A. programme. Seven faculty members have either a major or minor field interest in each of these two subfields of the discipline. Additional graduate courses will be in those areas, and the courses now offered in public administration, urban politics, and political behaviour all tend to concentrate on the Canadian experience. The department, however, does advertise course work and thesis supervision in 8 fields, as well as "in other area and subject specialities." Comparative government and politics in which 6 faculty members have a major or minor field interest is the only other area of some numerical strength in the department.

The Windsor department is the second largest department in the province which offers only M.A. Accordingly, it is somewhat less subject to the drawbacks of small faculty size and small student populations characteristic of a number of other institutions active only at the M.A. level. While its course enrollments at the graduate level are small they are well above that of some other institutions. The 8 full courses for 1972-73 had enrollments of 7, 4, 5, 2, 3, 5, 8, 2. These numbers, while scarcely adequate in all cases for proper seminars, are achieved without bringing students up from undergraduate courses.

The particular nature of the department's approach to the study of Canadian politics deserves notice. Although the department has elements of a traditional approach, the main Canadian focus, in their own words, "a core of excellence that may be the equal of any in the province...is in the subfield of Canadian political behaviour," a subfield in which they may expand should vacancies appear in the near future.

For this focus it is relevant that the university is a member of the Inter-University Consortium for Political Research based at the nearby University of Michigan, and is also a member of the recently formed Canadian Consortium for Social Research. Some outside validation for this self-definition of strength comes from the recent Canada Council award of approximately $200,000 to a research team of four political scientists, two from Carleton and two from Windsor, to conduct a nation wide study of electoral behaviour in the next federal election. The next four or five years will provide an opportunity for this Windsor specialization to acquire greater visibility. Inevitably, however, a specialization of this sort in a small department can be badly hurt by the departure of one or two faculty members.

The Windsor M.A. degree, while it may be taken by course work, is mainly taken by a combination of courses and a thesis or a major research paper, a choice actively encouraged by the department which seeks to provide a reputable M.A. Theses were viewed as major research efforts and seemed to be effectively supervised. Graduate students informed us that one advantage of Windsor was the rather demanding nature of the M.A. They also felt they could receive individual attention of a sort unlikely in a larger graduate programme. Further, the programme is unlikely to become large in the future, as it is department policy to have not more than 20 students in the candidate year of the M.A. There are however current pressures from local teachers (and from faculty who seek to broaden the department's constituency) to develop an M.A. programme to upgrade teaching qualifications in the area of political science. The Department's 5 year plan mentions exploratory discussions with the Faculty of Education "with a view to developing graduate courses for teachers in secondary schools. By the end of the next five years, the number of teachers of political science in high schools interested in post graduate education may reach the point at which our department could be offering a specially tailored M.A. program for them." The department will probably take up such a programme under the rubric of the existing M.A. degree. Any attempt to establish a special degree runs up against the complications and risks of an ACAP appraisal. (We speculate that the existing ACAP system encourages greater stability in the labels attached to programmes than to their content, for the latter can be changed informally, while the former require ACAP approval.)

Windsor suffers from a problem common in M.A. programmes offered by less well-known departments, an inadequate number of students coming from outside to provide the sense of intellectual excitement so important at the graduate level. The bulk of M.A. students are Windsor graduates, a fact which probably minimises the transition from B.A. to M.A., and makes it more difficult for the difference between undergraduate and graduate work to be quickly grasped by the new student. The difficulty of establishing a graduate student identity is exacerbated when there is no Ph.D. programme, and when the department's academic concerns are heavily focused on large undergraduate courses. In most years about two-thirds of M.A. candidates are from the University of Windsor. Last year, 1972-73, there were 11 from Windsor and 5 from outside. A number of modest "B" students are admitted, some of uncertain quality. The department has not yet been able to build up a competitive attractiveness capable of attracting numbers of high quality applicants from outside the Windsor area, a situation which may change if faculty reputations are established by future publication. In spite of its location there has been nominal student recruitment from the United States. There have been only 2 students with first degrees in the United States to enter the programme in the years 1968-69 to 1972-73.

In general, the department is forced to engage in a chronic struggle to maintain a viable student body without too great a sacrifice in the quality of admissions. It is evident that the department now admits a number of graduate students that it would happily keep out if it could attract a higher quality of applicant. The exploratory discussions with the Faculty of Education concerning graduate courses with teachers indicate the department's desire to build up and stabilise its student base.

The department as a whole is distinguished by a perceptible esprit de corps, in spite of, or perhaps because of, its relatively rapid growth. It displays a sense of cohesiveness perhaps engendered by a sense of isolation from the rest of the Ontario community of political scientists, and possibly aided by the clustering tendency in recruitment with 5 Michigan doctorates, and 5 members who have done undergraduate or graduate work at Windsor. Cohesiveness may also reflect a complacency with the present position of the department in contrast to leaner days of the past.

The department has weaknesses. It is not strong in traditional theory. There has thus far been little major publication. This situation may be a legacy of the strong teaching orientation of Assumption, an orientation still widely held according to our informants. On the other hand, research oriented faculty were insistent that the department provided a congenial environment for research for those who were so inclined. The fact that newer members have scarcely yet had time to establish themselves may account for much of this weakness on the publishing side. Four of the faculty have Ph.D.s pending. Whatever the explanation, the Windsor Political Science Department is little known outside the university itself. The avowed desire of the President to build up "a line of strength in the social sciences," has not yet been translated into reality in political science, although the potential for such an achievement is clearly present.

Before we sum up, several concluding features of the Windsor setting deserve brief attention. Although it has suffered somewhat from recent cutbacks in budgets the library is exceptionally well ordered. It has a good collection for undergraduate and M.A. use, and its periodical collection is wide ranging, although young, and inevitably a bit short on back runs. The government documents collection, in order, and comprehensiveness, is one of the best of the small universities not on the Guelph system. With the facilities available on an interchange basis with Wayne State University in Detroit, there is no really basic difficulty with the library collection, except perhaps a rather too thin selection of current newspapers. Wayne State Library only 15 minutes away does have a good newspaper collection.

The department is well respected in the university by the President, the Dean of Graduate Studies, colleagues in other departments, and the graduate students we encountered. This is important in a small, closely-knit place such as Windsor. The Deans and the President know what is happening. The President knows many of the faculty personally. The Dean of Graduate Studies knows some of the Political Science graduate students by name. The members of the university tend to support each other, perhaps based on a recognition that the strength and reputation of the university cannot be achieved without a struggle. The sense of community and supportive attitudes may partially conflict with the attempt to build up a first rank institution. Publication is not pressed hard by the administration, and promotion is rarely held up very long by its absence. Given contemporary teaching loads, the respect for the dedicated teachers characteristic of Assumption College days is not incompatible with a healthy respect, and appropriate incentives, for research.

No dramatic conclusions emerge from our survey of Windsor. It is a well-run department with an adequate quota of scholars, and sufficient coverage of the discipline to offer an acceptable M.A. graduate programme. It is however clearly not ready to offer the Ph.D. in the next 5 years. It lacks the faculty resources in numbers and quality to compete with the well-established doctoral programmes in the province. The main tasks of the department as it is now constituted are the elementary ones, the translation of Ph.D.s pending into Ph.D.s completed, a continuing attempt to maintain and improve the quality of the M.A. programme and the admissions to it, and a stepped up effort of research and publication to improve our understanding of the political systems of mankind. Windsor, as one of the bigger small departments, has a greater opportunity to make an impact on political science than some other smaller departments scattered across the province. With 16 political scientists it has as large a faculty as the University of Toronto had as recently as 1963-64, a consideration other 'small' departments might also recall.

Recommendations:

For the University of Windsor we recommend:

1) that the research orientation of the department be fostered;

2) that any institution of an M.A. programme for teachers not dilute the existing strong M.A. degree.

The University of Guelph

Table 33(a)

Basic University of Guelph M.A. Graduate Data

	Registered Students(b)		Withdrawals	Degrees
	F.T.	P.T.		
1968-69	7	1	1	2
1969-70	6	0	1	2
1970-71	10	2	1	3
1971-72	7	6	3	4
1972-73	5	2	n.a.	4
	35	11	7	15

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students.

The University of Guelph is primarily an undergraduate institution. Incorporated in 1964 the University has more than a century of history behind it in its three founding colleges, Ontario Agricultural College, Ontario Veterinary College and Macdonald Institute. Incorporation ended a long affiliation with the University of Toronto for academic and degree purposes. The University has over 8,000 full-time students in graduate and undergraduate programmes, and about 700 faculty members. Its research and graduate strength, reflecting its pre-university background, are primarily in the life sciences. Only one social science department, history, offers the Ph.D. degree. In political science Guelph is one of the six Ontario universities which confines its graduate work to the M.A. level. The M.A. programme is small, and there are no plans for a Ph.D. degree.

The Political Studies department is young and has grown rapidly to its present size of 15 members. The first appointments were made in 1965. One third of the department for the academic year 1973-74 was appointed since 1972. Like most other departments at its stage of development, it contains no members of national or international repute in political science. However, there are several promising younger scholars, and the chairman is actively engaged in research and publication. There is one full professor, the former chairman, and author of a distinguished book on China. In general, distribution by rank is heavily skewed towards the assistant professor and lecturer categories. There are 5 Ph.D.s pending, one third of the department, and several other faculty who have only recently completed their doctorates and have not yet contributed in a major way to the literature of political science. In these circumstances, the research side of the department requires careful fostering and strengthening. The increasing emphasis on research in the administration of the university and of the department, and the pressures of market considerations, provide a favourable environment for the generation of a research orientation.

The department is too much in a state of formation to allow a confident prediction of its future quality. The next 3 to 5 years will be crucial in determining whether it advances from its existing modest, workmanlike position to that of an important contributor to our understanding of political life.

The Guelph M.A. programme has developed in two stages. Shortly after the establishment of the university in 1964, a Department of Political Studies was created in 1966, followed in 1967 by the institution of a Master's programme. Since its founding the programme has evolved, and is now in the "final stage of transition from a broad uncoordinated program to a limited one consistent with our size and resources". Until 1970 the programme had a dual focus on Canadian politics and international relations, with a specialization on East Asia. This programme was not a success.

A department committee described it as lacking in structure, poorly integrated with the undergraduate programme and, because "few if any" formal graduate courses were offered, as insufficiently differentiated from the undergraduate programme in the eyes of both faculty and students. Most M.A. students either took upper level undergraduate courses or reading and research courses from individual faculty.

This negative appraisal led to a consolidation of the programme, a reduction in the intake of students, the prohibition of both undergraduates and graduates from taking courses at the other level, and, of special importance, the transformation of the programme into an M.A. in Canadian studies, a focus which built on existing faculty strength. Future development entails an increasing focus on public policy formation and management. This policy focus is already reflected in student choice of thesis topics, and the research interests of several faculty. Within the Canadian field there are "plans to add an international dimension through a focus on Canada's role in international politics and development."

Since the spring of 1971 the department has offered a concentrated M.A. in Canadian studies to a small group of students - 7 full-time and 6 part-time in 1971-72, and 5 full-time and 2 part-time in 1972-73. The programme is directed to the needs of the public service, and teaching at the high school[1] or community college level. Ten of the 12 courses listed in the Graduate Calendar deal with Canadian studies. The M.A. may be taken either by completing 8 semester courses, or 4 courses and a thesis. The department discourages the course work option for the degree. Only 3 M.A. graduates have taken the degree by course work.

From the department's perspective the two major problems facing the M.A. programme are 1) inability to compete for graduate students with universities capable of offering higher rates of graduate assistance, and 2) inadequate faculty resources to expand the programme into desired areas. The financial problem is not peculiar to Guelph. To the extent that it manifests itself in small student numbers it impinges on the problem of size noted below. While faculty resources are inadequate from one perspective, it is also true that they are underutilized at the graduate level. An increase in students would take up slack, and impose minimal additional burdens on existing faculty.

The library is a first rate smaller library. It has pioneered a

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1. The recommendation for a Canadian Studies Program was partly based on the "good likelihood that Canadian government and politics will soon become a specialized teaching area throughout Ontario secondary schools."

new system of government document classification by subject rather than department, which has the effect of making information published by both levels of government much more accessible for faculty and students. The system has also been adopted by the University of Waterloo, the University of Western Ontario, by the Department of External Affairs, and may very well spread to other institutions in Canada as recognition of its considerable potentialities becomes more widespread. It has made much more available what has hitherto been a somewhat inaccessible source of valuable information.

The Guelph M.A. programme raises in an acute way the question of the necessary minimum size for a graduate programme. While faculty numbers are adequate to offer the M.A., student enrollment is dangerously small. The paucity of students has the effect of reducing graduate seminars to tutorials. Of the 7 courses given in the three semesters from Spring 1972 to Winter 1973, 2 courses had 1 student, 4 had 2 students, and 1 had 3 students. On various occasions courses offered have had to be dropped because of no student enrollments. Seminar enrollments varying from 1 to 3 and a total enrollment of 5 full-time students for 1972-73 do not constitute a graduate programme as conventionally understood. The resultant problems, however, are not peculiar to Guelph. They are discussed in more detail in the last chapter of this report.

As noted elsewhere the weak position of French language requirements in Ontario graduate work is disturbing. In a country with 2 official languages, a stepped up official programme of bilingualism, and a major French-English crisis in the past decade such myopia is particularly troubling in a discipline such as political science. While the problem is most serious at the doctoral level it is regrettable that a graduate programme which focuses on Canadian studies and aims primarily at producing civil servants and improving the political science qualifications of secondary school and community college teachers does not produce graduates capable of reading French. However, the problem of second language competence in Anglophone graduate students is not peculiar to Guelph. It is a larger problem towards the solution of which a small struggling M.A. programme, even in Canadian studies, can offer little. We are reduced in the case of Guelph to exhortation in the hope that a French language competence, particularly in reading, can be developed by special arrangements for a few committed students.

Recommendations:

For the University of Guelph we recommend:

1) research interest and publication need strengthening in the department;

2) the encouragement of a reading ability in French should be a continuing concern given the Canadian studies focus;

3) in view of the problems of the five university Cooperative Graduate Studies in Politics arrangement, and the special geographic factors involved, that the University of Guelph, Wilfrid Laurier University, and the University of Waterloo make a renewed attempt to establish cooperative relationships with each other at the graduate level, involving faculty, students, graduate instruction and scarce resources such as libraries and computer facilities.

The University of Waterloo

Table 34[a]

Basic University of Waterloo M.A. Graduate Data

	Registered Students[b] F.T.	P.T.	Withdrawals	Degrees
1968-69	14	0	7	0
1969-70	14	1	4	3
1970-71	12	6	4	7
1971-72	12	13	2	8
1972-73	23	9	n.a.	7
	75	29	17	25

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students.

There are 3 features of political science at the University of Waterloo, incorporated as a degree granting institution in 1959, which merit initial attention. The first is that the social sciences, including political science, have developed in a university and a setting where the major emphasis and dominant orientation have been placed on Engineering, Mathematics, and Science. In almost all respects, including numbers, the social sciences have existed in the shadow of these other disciplines and fields. A second aspect of note has been the relatively recent and rapid growth of the department. While not unique in Ontario in this respect, the department has nevertheless been a recent arrival and has perhaps paid a price for its origins and quick development. It grew from 1 member in 1960-61 to 4 in 1963-64, 7 in 1966-67, 11 in 1969-70, 14 in 1971-72, and down to 13 in 1972-73. It became a separate department in 1964. In the subsequent 10 years it has had 4 chairmen, one of whom, Professor Qualter, served twice, 1964-67 and 1970-73. The new chairman, Professor John Wilson, has just assumed office for a three year term. Of the 13 members in the department 1972-73, 9 came since 1969. Three members left at the end of the 1972-73 academic year. A third feature is that Waterloo is located in a moderately sized city where there is also located another provincial university, Wilfrid Laurier (formerly Waterloo Lutheran). The Arts component of the latter compares favourably in size with that of the much larger University of Waterloo. While the faculty and graduate student body of Wilfrid Laurier's Department of Political Science have been smaller than that of Waterloo the former is about to experience a period of expansion as its revenue base improves. The future relationship of the two departments located in close proximity to each other will require continuing attention.

Political Science at the University of Waterloo has had a history of frequent changes in the administration of the department and of internal disruption. In 1972-73 various circumstances led to the resignation of 3 faculty members. The result has been to reduce the staff from a complement of 13 to 10, including 2 lecturers. Four of the 10 remaining faculty had Ph.D.s pending at the time of our visit, although the completion of some of these appeared imminent. Five have published little, or nothing for some time.

Department plans call for strengthening the fields of international relations and comparative political analysis. In the meantime, various stop-gap measures have been taken. Nevertheless, the recurring troubles of the past have produced skepticism in administrative quarters, and some uncertainty among students and faculty. Account must be taken of these circumstances in appraising the future.

The M.A. degree, which was officially appraised and approved by OCGS in 1969, is awarded in political science for the completion of the equivalent of 2 full courses and a thesis. Last year 19 new students were admitted to the programme, and 13 to 15 new ones are expected annually. The average award for full-time graduate students in residence has been about $2,500 during 1972-73. Over the next 5 years enrollment of full-time students will be limited to 20. Compared to other equally sized, or even larger departments, enrollment at Waterloo has been high. Including students continuing in their work in the completion of theses, and part-time students, there were in 1972-73 over 30 M.A. candidates working under the auspices of the department. Seven M.A. degrees were awarded in 1972-73.

The difficulties of the M.A. programme, almost since its inception, have produced several critical internal reviews. Several of the graduate courses have had enrollments which appear to be below the level necessary for effective course or seminar work. Attempts to give courses to which both graduate and undergraduates are admitted have not been a success. Nevertheless, the requirements and standards for the degree have not been slack, and the supervision of theses has been effective, although whether the completion rate has been adequate should be a matter of departmental concern. The research time remaining for the faculty members who have extensively involved themselves in keeping the M.A. programme in operation has necessarily been restricted, and this restriction has contributed to the modest level of published research in the department. Departmental research contributions have also been held back in the past by the large number working on Ph.D.s, and by the fact that not all senior members have displayed a strong continuing interest in research and publication.

Cooperative arrangements with other universities have been limited. There is little evidence of serious application of the arrangements made possible by the five university Co-operative Graduate Studies in Politics arrangement. Only 4 students have taken courses (1 each) at another university, 2 at Guelph, 1 at York, and 1 at McMaster. There has however been some faculty and student interchange with Wilfrid Laurier. On the whole, students of the latter have made more use of the course and seminar offerings at Waterloo than vice versa. The excellent computer facilities at Waterloo, largely lacking at Wilfrid Laurier, have been available to the faculty members of the neighbouring institution. But on the whole, interuniversity cooperation and interchanges are not extensive.

The "Report to the Committee of Academic Planning" on Waterloo's library resources, with its 580,000 volumes, found the strongest holdings in "Canadian government and politics, empirical theory, election law and administration, political parties and voting behaviour, public opinion and propaganda, parliamentary political systems, and liberal and socialist political thought" and the weakest holdings in "third world politics, particularly Latin America and the Caribbean,European government and politics, and international politics." In "all areas of the discipline, with the exception of Canadian government and politics," the Report stated, "the materials available in the Government Publications department are not satisfactory for graduate studies." However, this latter lack is now being rapidly remedied.

The department cannot be considered a strong one at the present time. In the same manner as other small departments it lacks the manpower to cover all subfields in depth. It has encountered problems in matching the interests of graduate students with the competence and specialization of available faculty. The M.A. programme has not been well established, and it has received much critical internal scrutiny in the last 5 years. Internal tensions, faculty turnover, and the number of Ph.D.s pending have made their contribution to the problems encountered at the graduate level. The undoubted ability and research skills of several senior members and the potential of some of the younger faculty remain to be brought into a fruitful combination capable of making Waterloo what it is not yet, a highly competent, modestly sized department offering an above average M.A. programme.

Given all of the above considerations, and the difficulties of restaffing overnight with competent senior faculty members, the consultants are not happy with the prospect of the Waterloo department offering a continuation of the relatively ambitious graduate programme which in recent years has strained its limited capacity. We suggest, in spite of the disadvantages of a small enrollment, that admissions be reduced to a level consonant with departmental capacities. It is assumed that no serious consideration will be given in the next 5 years to the establishment of a Ph.D. programme.

Recommendations:

For the University of Waterloo we recommend:

1) new full-time students admitted to the M.A. programme should be reduced in numbers to a level consistent with departmental capacities;

2) in view of the problems of the five university Cooperative Graduate Studies in Politics arrangement, and the special geographic factors involved, that the University of Waterloo, Wilfrid Laurier University, and the University of Guelph make a renewed attempt to establish cooperative relationships with each other at the graduate level, involving faculty, students, graduate instruction, and scarce resources such as libraries and computer facilities;

3) research interest and publication need strengthening in the department.

Wilfrid Laurier University (formerly Waterloo Lutheran University)

Table 35[(a)]

Basic Wilfrid Laurier University M.A. Graduate Data

	Registered Students[(b)]		Withdrawals	Degrees
	F.T.	P.T.		
1968-69				
1969-70				
1970-71	3	0	0	0
1971-72	5	0	1	1
1972-73	9	0	n.a.	1
	17	0	1	2

(a) Compiled from data provided by the Discipline Committee.

(b) Figures refer to registered students each year. Because of re-enrollments by the same students the totals for the period as a whole are higher than the totals for the actual number of individual students.

Until 1973 W.L.U. was a church affiliated university supported by the church and by very modest government grants. It commenced as the Evangelical Lutheran Seminary of Canada in 1911. From 1925 to 1960 the Faculty of Arts was affiliated with the University of Western Ontario. In 1960 the new name Waterloo Lutheran University was officially adopted, and affiliation with Western ended. By the latest change it has become a public institution which will operate under the name Wilfrid Laurier University, and will be supported in the same manner as other universities in Ontario. Until this change the university received no provincial government capital grants, and only half as much per student in Ontario provincial operating funds as the other provincially assisted universities. The resulting change makes Wilfrid Laurier University the only institution we encountered with a conviction that its financial future would be a marked improvement on the past. The university is small with 142 Faculty in 1972-73, and some 2350 full-time undergraduates, 275 graduates and an extension programme involving about 4,700 students.

The political science department was established as a separate department in 1966 with four faculty members, one of whom, the first chairman, Professor Karl Aun, had been on the faculty since 1959. Although the department has grown it is still the smallest Ontario political science department to give the M.A. It had seven full-time members in 1972-73, added an associate professor for 1973-74, and employs four part-time members, including two senior professors from McMaster who jointly give one full year undergraduate course. The M.A. programme was established in 1970. It was also put forward for for appraisal in that year but without a favourable result. We are informed that the consultants suggested a number of changes in the programme, some of which have been effected since that time. The department, with eight full-time staff in 1973-74, expects to grow to 11 or 12 over the next four years. These additions will be made if at all possible at middle or senior ranks.

In spite of small size and limited funds the quality of the department's staff, and publications, were respectable, and promising. There is an amicable environment in the department, and a favourable climate for research. It is a balanced department with some of the older members of mature and wide ranging minds best described in the German expression allgemeine Staatslehre. It is heterogeneous in academic origin with backgrounds in law, history, sociology and anthropology found among its members, and in national background, valuable assets for a small department in a constituency such as Waterloo county. As members of a small and little known department W.L.U. faculty gain little of the vicarious prestige accorded no more gifted colleagues in name departments. In these circumstances outsiders may undervalue the department and its members.

Until the recent change to provincial status, the department has been, notwithstanding its acceptable quality, a marginal holding operation at the graduate level with a very small number of graduate students. It has been to date a thesis centred programme with most graduate students taking some course work at nearby universities under cooperative arrangements. (A well-articulated agreement to facilitate cooperation and coordination between W.L.U. and the University of Waterloo was renewed in February, 1973, by the 2 university boards.) Plans for future growth call for a four course, non-thesis M.A. as an alternative to offer to public and high school teachers, who will be, and presently are, asking for graduate work in political science to strengthen public affairs and government courses in the schools.

While we have elsewhere indicated our concern at the possible low quality of straight course work M.A.s, it must be recognized that there exists a need for a graduate degree for school teachers suitable to the requirements of the high school situation, and that universities cannot ignore their responsibilities in this area. The new Wilfrid Laurier non-thesis degree, if such it turns out to be, should not be allowed to erode the thesis M.A., and should be a demanding degree. We trust the good sense of the department.

The administration of the university is determined to make graduate work and the staff engaged in it, of a high calibre. As a result of new funds coming to the university, the administration has been able to set aside a substantial amount of money for the encouragement of faculty research, which was not always stressed in earlier years. The scale of this proposal is generous; and while there is some danger in what may be critically thought of as "soft research money," the effectiveness of the research so proposed will be screened, and it is hoped critically evaluated by a strong faculty committee.

The administration stresses the attractive atmosphere of the university, and believes, perhaps with some justification, that they will be able to attract good staff of middle and senior rank

Inter-University Cooperation

This university, more than any other we visited, not only professes belief in the virtues of inter-university cooperation, but really practices it, and it is fair to say depends upon it, both in use of library, staff resources, and computer facilities of nearby institutions. They are prepared to consider a joint M.A. degree involving the University of Waterloo and the University of Guelph. The experience of Wilfrid Laurier working under the economic constraints of the past few years, illustrates the possibilities of cooperation among smaller and necessarily weaker institutions at the M.A. level.

Library: The library is still small, about 165,000 volumes, and for political science is rather poor in newspapers. However, Wilfrid Laurier staff and students have full access to the University of Waterloo Library. The library budget was raised last year - at a time when many library budgets were being cut back - and 22,000 volumes were added in 1972-73 alone. This expansion will undoubtedly continue and even increase.

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It is difficult to speak of the strengths and weaknesses of a 7 man (now 8) department in a comparative setting which includes the University of Toronto, York, and Carleton. The obvious strength is in comparative government and politics, the major or minor interest of 4 faculty members. The special emphasis of the M.A., and the core required seminar, is comparative political analysis. Canadian government and politics also makes a respectable showing when the relevant interests of faculty in public administration and urban government are included. Three faculty members have major or minor interests in international relations. There are obvious weaknesses in normative theory and in public policy, one area in which a future appointment may be made. Small departments are inevitably weak in many areas. The difficult choice they must make is to decide in which one or two of many possible areas will they attempt to make a respectable showing.

The separate existences of the University of Waterloo and Wilfrid Laurier reflect the contemporary outcomes of historical decisions, the appropriateness of which is now irrelevant. Both institutions exist and will have to continue to recognize the interdependence created by geography. Wilfrid Laurier has attempted, and probably succeeded, at least in political science, in using the expertise available at the University of Waterloo and McMaster on a part-time basis.

The department intends to have its M.A. officially appraised as soon as possible. The department and the programme are good examples of what can be done at small institutions with limited funds. The programme needs more students to give its graduate courses a critical mass; in the likely absence of dramatic student growth it will be necessary to think creatively about the possible advantages of small numbers and to reduce the disadvantages wherever possible. With its extension course tradition in Waterloo and in two other centres, Orillia, and Brampton, the hopes of the department for a part-time M.A. may be realized. The principal problem will be one of quality in such a programme; administrative determination and departmental good sense and judiciousness will be necessary to keep the M.A. from being just another rubber stamp for a fifth university year.

Recommendations:

For Wilfrid Laurier University we recommend:

1) the implementation of the promising plans for adding senior staff in selected fields;

2) in view of the problems of the five university Cooperative Graduate Studies in Politics arrangement, and the special geographic factors involved, that Wilfrid Laurier University, the University of Waterloo, and the University of Guelph make a renewed attempt to establish cooperative relationships with each other at the graduate level, involving faculty, students, graduate instruction, and scarce resources such as libraries and computer facilities.

Brock University

Brock is one of the small universities opened in the sixties in response to the growing demand for university education. It was incorporated in 1962, and officially opened in 1964 with 8 faculty members and 124 full-time students. It began as, and remains, a primarily undergraduate university with small enrollment. In 1972 there was a full-time student enrollment of only 2,200 with approximately an equal number engaged in part-time studies.

The Department of Politics, like the university of which it is a part, is small, has a short history, and is largely composed of young, junior faculty members. There are only 3 faculty members over 40 years of age. The 11 full-time members include 2 Professors, 2 Associate Professors, 6 Assistant Professors, and 1 lecturer. Although several faculty members have good publication records the department as a whole has not developed a strong, distinctive public image. It lacks senior members of distinguished achievement, and has 3 junior faculty still working on their doctoral theses.

Over half the members of the department have minimal or no publications to their credit. While this can be explained in part by age, the undergraduate emphasis of Brock, with its stress on teaching, and the time-consuming activity of finishing the doctorate, the outside observer is still left with inadequate evidence on which to judge future quality. As is the case with all of the smaller departments, the contribution of Brock to political science in Canada will be determined in the next few years by the two closely related phenomena of the quality of its research, and the quality of its graduate programme.

In spite of the above reservations, and the necessarily tentative nature of our assessment, we feel that there is a legitimate place for Brock in graduate studies at the M.A. level. The potential of the junior members, the completion of 3 Ph.D.'s in the last year, the strongly expressed departmental intention to complete the remaining Ph.D.'s still pending, the encouragement offered to research, the absence of deep internal cleavages based on nationality, personality, or disciplinary differences, and the marked stability of department membership since its founding constitute an encouraging setting for the future development of the department.

In both numbers and potential achievement the faculty base appears adequate for a small M.A. programme which will provide individualised treatment to a carefully selected student body tailored to the interests and competence of the department. Given its size the department is inevitably weak in various specialised fields, but the M.A.

programme is designed to minimise the effects of these weaknesses. The M.A. programme is in comparative political studies, a field in which there is strong faculty interest. Five faculty members have a major or minor interest in comparative politics, and 4 in international relations.[1] There is a nucleus of strength in the field of South and South East Asia, and there are close links with the Philosophy Department which is strong in Indian philosophy. The programme will generally focus on "the relation between internal politics and external policy with respect to one or more states and on the relationships between internal and external influences on the formation of public policy." A major thrust of the programme, which will combine the perspectives of international relations and comparative politics, will be the interaction between law, politics, and administration. It is expected that most graduates will proceed to positions in the public service - municipal, provincial, federal, and international - although a few may choose to proceed to the Ph.D.

While it is not possible to judge the quality of a programme which did not commence until September, 1973, it is evident that the department has approached its establishment with care and thoroughness. It did not rush precipitously into graduate work. The high standards employed at the undergraduate level, and the strong propensity for Honours graduates to go on to graduate work provide helpful indications of departmental concern for quality. For example, of 9 students who received Honours degrees in Politics in 1970-71, 8 continued into graduate work, and 1 received a prestigious law scholarship. The administration, in the persons of the president, the dean of graduate studies, and the future acting president expressed no reservations on the graduate aspirations of the Department of Politics which, along with Philosophy, is one of the two departments in the Social Sciences and Humanities in the graduate field. The department plans a careful selection of incoming students, and will presumably follow the general university policy of using outside examiners for theses.

The future plans of the department are modest. In addition to the replacement of a senior specialist in international relations who recently resigned, the department plans to add only 1 faculty member by 1977-78, which will bring the faculty total up to 13. The M.A. student body will be kept proportionately small, increasing slowly from 6 full-time and 2 part-time graduate students in 1973-74 to 10 full-time students and 8 part-time students in 1977-78.

These are cautious plans, indicative of a desire to provide close supervision, and possibly reflecting a recognition of the difficulty Brock would no doubt experience in attempting to attract a large number of high quality graduate students. The small size of the anticipated student body generates its own special problems. Small graduate programmes offered by small departments provide their students with minimal course choice. At Brock, where the M.A. in political science will primarily be by means of a thesis and 2 full courses this limitation is strikingly evident. In 1973-74 graduate level offerings in political science are restricted to 5 half courses. Although the range of course choice is slightly broadened for the student who receives permission to take half his course work at the undergraduate level the options remain limited. Given the undergraduate orientation of the university, and the very slow growth anticipated in the graduate programme there is little likelihood of a generous increase in course offerings in the next 5 years.

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[1] These figures do not include the field interests of one faculty member who left in the middle of the 1972-73 academic year.

The Brock programme therefore is a minimum M.A. programme which, like others of its size, inevitably raises doubts about the quality of the M.A. experience it can provide. The problem, however, is not peculiar to Brock. It is characteristic of all the small M.A. programmes, and the Brock department appears highly conscious of its graduate responsibilities.

The support structure of graduate work is adequate. The space arrangements of the department, even under current conditions, seemed satisfactory, and the department has the prospect of even newer facilities which have been constructed but not yet officially opened. The library with 160,000 volumes, but only 100,000 titles is one of the smaller university libraries in the province. Per annum volume purchases have been reduced in recent years from 15,000 to 11,000 in 1972-73. However there has been a deliberate policy of purchasing in the area of the department's main strengths, and M.A. focus.

The care which went into the development of the M.A. programme will have to be equally evident in the early years of its implementation if it is not to be engulfed by the undergraduate environment of the university as a whole. Finally, the department has potential, and although it has some way to go, it is capable of becoming one of the better small departments in the province.

Recommendations:

For Brock University we recommend:

1) the stimulation of research and publication in the department.

2) the undertaking of a continuing exploration of the potentialities of regional collaboration with nearby universities.

Chapter 6

Special Issues and Problems

In this final chapter several issues and problems are discussed that were frequently drawn to our attention, or which we believe of special significance. Others, no less important perhaps, have been ignored because of the limitations of time and data which confronted us. Six problem areas are raised: 1) the M.A. degree and suggestions to reassert its importance; 2) institutional differences in financial capacity to attract graduate students; 3) the relationship of institutes and schools to departments of political science; 4) the elusive goal of inter-university cooperation; 5) some problems of the smaller departments; and 6) anticipated problems in political science departments caused by the steady state era ahead.

The M.A. Degree

The M.A. programme and degree are curiously neglected as subjects of analysis and foci of department concern. Yet in 1972-73 there were more M.A. students,250 full-time and 124 part-time, than doctoral students, 203 full-time and 56 part-time. For the five year period 1968-69 to 1972-73 there were fourteen times as many M.A. degrees awarded as Ph.D. degrees, 573 M.A. and 42 Ph.D. Only three institutions in 1972-73 had more full-time and part-time students at the doctoral than at the M.A. level, Toronto, Queen's, and York. Although doctoral students have been increasing as a percentage of total students they still account for only two of five graduate student registrations in Ontario.

Table 36[(a)]

Composition of Ontario Graduate Students by Degree Sought by Year

1968-69 to 1972-73

	Ph.D. Students	M.A. Students	Total	Ph.D. Students as % of Total
1968-69	142	243	385	37%
1969-70	160	305	465	34
1970-71	177	332	509	35
1971-72	231	292	523	44
1972-73	259	374	633	41

(a) Compiled from data provided by the Discipline Committee

The explanations for the neglect of the M.A. are various. Where Ph.D. programmes exist there is a faculty tendency to lavish attention and concern on graduate activity at the more prestigious doctoral level. In three institutions, Toronto, York, and McMaster, the M.A. was transformed into a feeder for the doctoral programme and was accorded diminished significance as a distinct degree. In departments offering both programmes the rapid turnover of M.A. students gives student leadership to doctoral candidates who naturally focus on their own concerns and thus add their contribution to departmental neglect of the M.A. A final factor is the much more lenient government attitude to M.A. programmes. Master's programmes in such central disciplines as political science are "seen more as a matter of institutional planning for the university than as a segment of discipline planning on a provincial basis."[1]

The relative absence of concern for the M.A. both explains and contributes to its diminishing status as a graduate degree. A revitalized M.A., which we support, conflicts with powerful trends in Canada and elsewhere. The M.A. in England and Scotland is, as a rule, little better than an additional residence or an additional fee requirement. In the United States the prestige and significance of doctoral programmes have often reduced the M.A., by design and neglect, to a consolation prize, a preliminary requirement for entry into doctoral work, or an advanced B.A. Too rarely is it a demanding degree awarded only to those who have met a high standard of performance.[2] Similar tendencies are evident in Ontario universities.

Unlike doctoral programmes which are governed, too exclusively we have suggested, by one dominating purpose, the preparation of academics, M.A. programmes serve a multiplicity of purposes. The discipline oriented pre-doctoral M.A. places demands on students not necessarily appropriate for teachers seeking the certification of a further degree, and the attainment of political science knowledge required by the developing importance attributed to the study of government and politics in high school classrooms. Another kind of special purpose M.A. is sought by municipal and county officials who have legitimate aspirations for M.A. degrees in urban and regional administration designed to improve their competence as practitioners. For many the M.A. programme is pursued for none of the above reasons, but simply as an additional university year

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1. Committee on University Affairs, Procedures for Initiation of New Graduate Programs, June 8, 1972.

2. See Stephen H. Spurr, Academic Degree Structures, Innovative Approaches, 1970, pp. 72-73.

to round off an impressive, or unimpressive, B.A. The much greater diversity of purposes which students bring to M.A. work than to doctoral work hinders the preservation of standards at the M.A. level, and complicates the devising of appropriate programmes.

The preservation of standards is further complicated by the absence of enough good students to maintain viable programmes in all the universities intent on graduate work at this level. In the search for a clientele several of the M.A. departments were clearly searching for a constituency, either in a geographical area, in a particular professional group, or by a topical specialisation within the discipline. Some are seeking students among the local teachers and municipal officials already mentioned. On a topical basis, Canadian studies is a currently popular device for attracting more graduate students. The resultant competition for scarce students generates an obvious threat to graduate standards.

The combined effect of a shortage of good students, the diverse constituencies served and purposes sought, the differences in the size of the various M.A. student bodies, the presence or absence of an accompanying doctoral programme, the presence or absence of an M.A. tradition, the national background and graduate experience of the faculty policy makers of graduate programmes, and historical accidents, is to produce a degree similar in labelling, but markedly different in the routes to its attainment.[1] This is clearly evident in Table 37. Most institutions have alternative sets of requirements for the degree. Only Waterloo, Wilfrid Laurier and Western restrict students to one route. Only two institutions have a mandatory language requirement, Carleton, and Ottawa; although York requires a single course in any language or a 'cognate skill' such as statistics. For the others there is no language requirement as such, although this is occasionally qualified by some version of the phrase "foreign language where necessary." At York, Toronto, and McMaster, which in 1972-73 had 42% of the full-time student body in the province, the degree is almost always taken by straight

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[1] Contradictory views about the M.A. were also noted in the Badour report. "Views about the content and formal requirements of the M.A. degree differ somewhat. Opinion is divided almost evenly as to the advisability of a terminal M.A. degree. Seven respondents favour a terminal degree, six are opposed. A good majority of respondents do not feel, however, that a terminal M.A. degree should differ from a predoctoral M.A. Among respondents favouring a terminal M.A., seven state that a thesis should be required for a terminal M.A. Only two respondents think that a thesis is an unnecessary requirement for the degree. A substantial majority of respondents consider the M.A. thesis desirable for students proceeding to the Ph. D. degree. Finally, six universities currently offer a terminal M.A. degree in political science." William Badour, "Progress Report Objectives of Graduate Studies in Political Science," C.P.S.A. Newsletter, Vol. 1, No. 2, May, 1972, pp. 4-5.

Table 37[(a)]

M.A. Programmes and Requirements 1972-73 by University

University	Course and Thesis Requirements	Language Requirements
Brock	#1. 2 courses and thesis 2. 4 courses and essay	if needed
Carleton	1. 5 courses #2. 4 courses and essay #3. 3 courses and thesis final oral comprehensive in all cases	required
Guelph	#1. 4 semester courses and thesis 2. 8 semester courses and oral or written comprehensive	if needed
McMaster	1. 3 courses and thesis #2. 4 courses	none
Ottawa	1. 4 semester courses, thesis seminars, and thesis 2. 8 semester courses, including group research project with directed reading seminars	"connaissance passive"
Queen's	1. 4 semester courses and thesis 2. 6 semester courses and directed reading program and extended paper	none
Toronto	#1. 4 courses 2. 3 courses and dissertation 3. 1 course and thesis	none
Waterloo	1. 2 courses and thesis	none
Wilfrid Laurier	1. 3 courses and thesis	none
Western	1. 3 courses and thesis	none
Windsor	#1. 2½ courses and thesis 2. 3½ courses and major paper 3. 4½ courses final oral comprehensive in all cases	none
York	1. 2 courses and thesis 2. 3 courses and major paper #3. 4 courses	one year of foreign language or "cognate skill" such as statistics

# department preference

(a) compiled from university calendars and department brochures.

course work, in spite of alternatives permitted by the governing regulations. Ottawa is singular with its group research project on which we have favourably commented in our analysis of that department and its graduate programmes.

One reaction to the divergent contents of M.A. programmes is to suggest a common province-wide requirement of a thesis, or a language requirement, so that a minimum ubiquitous core of an attainable but demanding standard is everywhere in existence. On reflection we have decided that this would be unwise and unacceptable. We believe it is more appropriate to allow each department to make its own decision on what is necessary to make its M.A. programme and degree a worthy endeavour for the various student clienteles it serves. A strong degree attained after a rigorous educational experience will probably include either a thesis, (or at least a major essay), a language requirement, a tough required course, or a group research project on the Ottawa model. Other possibilities doubtless exist and may be developed in appropriate departmental self-examination. The problem with the M.A., we have concluded, is not the diversity of purposes it serves or the variety of routes to its attainment, but the indifference with which it is too often viewed, and the lenient standards of achievement frequently imposed on those who seek it.

Our recommendation in Chapter 3 that the M.A. should be diversified and strengthened, and re-established as a proper and honest degree in its own right, or maintained as such where it already exists in that form, runs counter to the dominant trends in Canadian, British, and American universities. Similar pleas have recently been made by other investigators of graduate studies in Canadian universities.[1] The rationale for our position is simply that none of the legitimate but diverse purposes for the M.A. are served by a soft degree. An M.A. programme of some substance, and therefore of some difficulty, is appropriate for persons who expect to teach in community colleges, for those who seek a certification of subject matter competence in political science for their work as secondary school teachers, or as specialised employees of local, regional or higher level governments. These occupations are of significant social value, and those who undertake graduate work to improve their professional competence deserve more than a paper degree. For the many who simply seek the completion of a further, more specialised stage in a liberal arts education the same may be said. For some of the latter the educational rounding off provided by an M.A. degree may constitute an increasingly acceptable middle position between the general education of the B.A. level, and the possibly excessive emphasis on research trained specialists at the Ph.D. level. Collectively, these varied purposes for which students seek the M.A. degree probably outweigh the predoctoral training purpose for which others seek the degree. The diverse needs of all of these clienteles must be kept in mind by departments of political science. A revitalised M.A. will only occur if departments recognise its importance and take steps to counter the circumstances which contribute to its erosion. In 1972-73 sixty-nine percent of total M.A. registrations were at institutions also offering the doctorate. In these departments the major temptation to be overcome is the tendency to downgrade the degree by an excessive concentration on the doctoral level. McMaster has now recognised this danger, and changes are already underway.[1] Changes of attitude and policy are equally needed at Toronto and York.

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[1] L.-P Bonneau and J.A. Corry, Quest for the Optimum, p. 58; William Badour, "Progress Report Objectives of Graduate Studies in Political Science," p. 4.

The fundamental M.A. problem in the non-doctoral departments is of a different order. Admittedly, especially when the programme is very small, there is a tendency for it to get overlooked in the departmental concentration on the undergraduate level of its responsibilities. Nevertheless, a recognition remains in these institutions that the M.A. degree, the highest degree offered by the department, is important. With the exception of the University of Ottawa, theses are usually required, and they are often extensive pieces of research. If the M.A. tends to get crushed out between the B.A. and doctoral programmes where the latter exist, there is a counter tendency for it to be elevated into a mini-doctorate where the latter do not exist. We agree with the Bonneau-Corry observation that such departments must resist the placing of "excessive demands on their graduate students in efforts to make their theses nearly as massive and recondite as would be required for a Ph.D."[2] This tendency should be carefully watched, as it doubtless is an important part of the explanation for the low M.A. completion rate, which is generally less satisfactory in the smaller thesis oriented M.A. programmes.[3]

The major problem for departments active only at the M.A. level is to get a viable programme, which in practical terms means some minimum number of students of acceptable quality. Several existing programmes are disturbingly small. Seminars with enrollments of 1 to 2 students are common. In such circumstances seminars lack the minimum number for stimulating discussion, and are better described as tutorials.

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[1] We were told at McMaster that only about 60% of those who received the M.A. degree by course work alone would have been successful if a thesis had been required.

[2] L.-P. Bonneau and J.A. Corry, Quest for the Optimum, p. 58.

[3] The successful blending of a better completion rate (see our recommendation p. 34), a reduced time span for degree completion, and the maintenance of a high quality, strong M.A., can in our opinion be achieved; but these objectives are matters for continuing examination by each department.

We are indebted to the Discipline Committee for helping us to clarify these issues.

Course offerings may be restricted so that the scanty student population will not be scattered too thinly, and because extensive faculty resources can not be allocated to a handful of students. Thus Brock's M.A. programme, beginning in 1973-74, offers only five half courses at the graduate level, providing the student, who must take two full courses, with limited choice unless permission is obtained to take an undergraduate course.

In reaction to a shortage of students several departments have brought in undergraduates, or allowed graduates to take senior undergraduate courses. At Guelph this practice has been discontinued as a failure. In another case a 1973 department report asserted that "Graduate students take the view that the quality of a course that is heavily populated by undergraduates cannot fill their needs," and recommended the abolition of such joint courses. At two other institutions, York and Queen's, where joint courses are offered to graduates (including doctoral students) and undergraduates, the experiment seems to have been generally successful. A study of the factors which contribute to the success or failure of these superficially similar ventures would be a worthwhile undertaking.

Given the existing policy of benevolent support for small M.A. programmes the appropriate question is whether they have been specifically designed for the small student bodies they will serve. Small programmes in small departments tend to be justified in terms of the intimacy of a small community of faculty and students. The value of the one-to-one relationship between professor and students, individual attention to individual students, and ease of access to staff were all cited as advantages of small M.A. programmes in small universities. Undoubtedly some of this is true some of the time; but the real value of the one-to-one relationship depends on the quality of the one and of the other, the professor and the student. We were not always convinced that quality on both sides, particularly that of the student, was present sufficiently often to justify these assertions.

At present, M.A. programmes are considered by departments almost as a right, unchallengeable by considerations of expense, which is small compared to Ph. D. programmes, or by considerations of demand for graduates, since little is known about this. Other considerations include the necessity of keeping up faculty morale, and retaining key faculty. These valuable byproducts of small M.A. programmes can not be ignored, but they are secondary to the obligation to provide a satisfactory graduate education for the small bodies of students, without whom they would not exist.

DIFFERENCES IN FINANCIAL CAPACITY TO ATTRACT GRADUATE STUDENTS

Students are attracted to graduate work in different universities by the reputation of the university, of the department or of individual members of the department. If the financial incentives offered to a student by different institutions were roughly the same, academic attractions would probably remain as the principal motivation of his choice. But financial incentives are not equal, and probably cannot be made equal.

There is no subject that arouses more jealousy and bad feeling between universities in the area of graduate studies than disparities of scholarship monies offered by different institutions. These feelings thrive on a rich ground of misconceptions and half-truths. One university official assured us that at another institution "there was always money under the table" to help graduate students to go there. Some faculty in large departments complained that the M.A. was being used as prop to hold up and support weak departments at small universities. Officials at small universities complained that McMaster was enticing away students by stacking, so it was alleged, university endowment funds on top of the C.O.U.maximum of $2400 for full time M.A. students, and in fact making the total $3600.

There is one valid point in the midst of all this. There is a built-in advantage for large metropolitan centre universities, specifically, for Toronto, Carleton, McMaster, and probably York. Smaller universities, in small centres, Windsor, Waterloo, Guelph, Brock, for example, are faced with considerable problems in attracting a satisfactory range of M.A. students, unless they are prepared to compete for them in the market place with cash they may not have. Even then, they may not succeed in getting good students. Our impression is that, unless there is a really sharp disparity between scholarships offered by different universities, the good graduate students probably go where they do for reasons mainly academic in character. The competition in financial incentives may be for the less well-qualified student, who may very well go where he is offered the most money.

To make all the Ontario Graduate Scholarships freely portable would probably affect significantly the smaller institutions by depriving them of what good students they do have. Smaller universities believe this, at any rate, and would probably be opposed to such an arrangement.

It is doubtless impossible to prevent a variety of extra financial incentives being laid on by different institutions. All that can probably be done is to establish as firm guidelines as possible and endeavour to prevent too outrageous violation of them. While we are cognizant of the significance of student financial assistance to the successful prosecution of graduate work in political science in Ontario, this issue, like others repeatedly drawn to our attention, is enmeshed in the more general problem of Ontario graduate studies as a whole, and specifically the policies of the Ontario government. These system-wide issues are neither within the purview nor the competence of the consultants; detailed analysis and recommendation is left to others.

Institutes and Schools

The question of the relationship of the departments of political science to related interdisciplinary institutes and schools has been a matter of continuing inquiry, discussion and some controversy. There is no single organizational pattern found in the several universities.

Leaving public administration for separate consideration, there are at Carleton three interdisciplinary institutes and schools, the School of International Affairs, the Institute of Canadian Studies, and the Institute of Soviet and East European Studies. At Toronto, there is the Centre for Russian and East European Studies, the Centre for Urban and Community Studies, and the International Studies Program. At Queen's, one finds the Institute of Local Government, the Institute of Inter-governmental Relations and the Institute of Commonwealth and Comparative Studies. To mention institutes of a somewhat different type, there is at Ottawa the Institute of International Cooperation and at York the Institute of Behavioural Research. In addition to these and other formally organized and recognized institutes, there are numerous interdepartmental committees which provide channels for certain types of interdisciplinary cooperation and activity.

The most actively and continuously debated question is concerned with teaching and research in public administration by political science departments. Professor J.W. Grove of Queen's University, at the request of ACAP, assembled in November, 1972, some pertinent information. Public administration is taught solely in political science departments in most Ontario universities, and partially in the departments and partially in institutes and schools in the others. Queen's has a separate School of Public Administration in which members from the Department of Political Science teach the public administration courses. At Carleton, there is also a separate School of Public Administration and, while the relationships are in a state of transition at present, public administration is taught both in the Department and in the School. Of the nine faculty members in the Department and School with a special interest in public administration in 1972-73, seven were in the Department. Toronto offers an M.A. degree in public administration which has attracted little attention and which has requirements not differing materially from those of the regular M.A. degree. Ottawa and York provide special cases. At Ottawa, public administration is taught solely by a Faculty of Administrative Sciences and at York largely by a Faculty of Administrative Studies. With these two exceptions, the teaching of public administration has been an integral, though not entirely exclusive, part of the political science departmental offerings. We, therefore, concur with Professor Donald Smiley of the University of Toronto when he maintains that "the very considerable development of Public Administration is, and has been, a Political Science enterprise."

The complexity of the evolving formal and informal federal relationships between departments and institutes and schools defies appraisal without reference to the unique features of each case. But, speaking generally, there are on the one hand the departmental concerns about multiple and competing faculty commitments, overlapping responsibilities and added costs, and the administrative complications for the departments as institutes and schools acquire increasing autonomy. On the other hand, there have usually been some particular reasons for the creation of each institute or school, and they have provided opportunities for participation, visibility for certain areas of activity, access to financial support and other resources, and professional contacts and associations for students and faculty. Above all, they offer additional opportunities for meaningful interdisciplinary collaboration in teaching and research. On balance, our Committee therefore feels, to repeat some comments earlier made in our discussion of Carleton, that the schools and institutes have added a healthy component to the orientation and quality of the graduate programmes and to the university environment. At the same time, we should also recognize that the development of the schools and institutes should be channeled in such a way as not to jeopardize the priority of the tasks, and the direction, esprit de corps and contributions of the departments which are anchored in the discipline.

Inter-University Cooperation

In 1966, the Commission to Study the Development of Graduate Programmes in Ontario universities (Spinks Commission) recommended that the "Province take appropriate steps to ensure co-operation and coordination between the universities in the field of graduate studies and research, in order to develop excellence and to economize resources."[1] This type of recommendation has been much more widely accepted in theory than implemented in practice in Ontario.

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[1] Toronto, 1966, p. 65.

Between universities, there have been several instances of co-operation which have gone beyond the usual faculty and student exchanges and transfers between separate institutions. The student interchanges between York and Toronto and between Waterloo and Wilfrid Laurier have been based upon the availability of special faculty and other resources (faculty strength in normative theory at Toronto and special resources for quantitative work at York and Waterloo, etc.). In both cases, the ease of access has been a favourable factor. The most serious effort at formal collaboration between political science departments in multiple institutions has been the five-university Co-operative Graduate Studies in Politics consortium between Brock, Guelph, McMaster, Waterloo and Wilfrid Laurier based upon an agreement in 1969. It was designed to provide for easy faculty and student exchanges and for mutual access to library and other resources. The reports from all five participating institutions to our Committee have indicated few results.[1] Particular stumbling blocks have been financial adjustment, distance, competing interests of departments, and problems of administrative co-ordination. Our appreciation of the extent of inter-university co-operation, and of the complexity involved in it, was clarified and confirmed at the meeting of the Discipline Committee on January 10, 1974, which considered the draft version of this Report.

At the moment, there are, after hesitant gestures over a period of years, some promises of closer collaboration between Carleton and Ottawa. Language barriers and feelings of academic priority in certain areas have been hindrances in the past. The present negotiations involve especially training programmes in the public administration field, with generous involvement by certain federal and provincial agencies. Certainly, there are many considerations, including the location in the capital city, which could point toward the mutual academic cross-fertilization of these two universities.

In certain functional fields, particularly the library area, there have been promising evidences of greater university involvement in cooperative arrangements in Ontario. In Ontario, the library cooperation includes union catalogues, shared cataloguing, inter-library delivery services, information transmission networks, "allocated responsibilities for collection building in specialized areas or subjects," union serial lists, and other matters.[2] Plans ahead for data storage facilities and clearing houses, and research information centers, might offer promising inducements for other types of joint participation.[3]

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[1] One type of collaboration between two of the five institutions, which shows promise as a precedent, is the joint Ph.D. programme in Philosophy between McMaster and Guelph. So far, financial allocations, always a perennial barrier, have been easily arranged. There is no comparable instance of joint collaboration between departments of political science in Ontario.

[2] André Preibish, ed., Cooperation among Libraries in Canada 1972, Ottawa, 1972, pp. 41-57.

[3] See the "Brief Submitted by the Social Science Research Council of Canada to the Commission on Canadian Studies, " May, 1973, pp. 4-5.

But it appears that any major step to provide closer interrelationships will possibly be based upon pressures not heretofore present--perhaps financial pressures, fiat from above, or compelling mutual advantages.

Under the present circumstances, we can only strongly underscore the many recommendations made in the past for greater inter-university cooperation among political science departments with the hope that they might not be impelled by financial stringencies or by governmental fiat but by mutual voluntary appreciation of the advantages to be derived from such experimentation.

Some Problems of the Smaller Departments

The large and complicated university system of Ontario contains a variety of different contexts for the teaching and research activities of political scientists. The unavoidable inequality in the distribution of graduate activity in political science between universities generates problems from the perspectives of graduate students, faculty, and departments. Faculty strength at the non Ph.D. institutions is not available for membership on thesis committees elsewhere, or for the provision of specialist courses at the graduate level for doctoral candidates. At three institutions faculty have no access to any graduate work, and graduate students are thus deprived of access to their understanding. For the faculty member contact with no graduate students at all, or only with M.A. students, may be viewed as a deprivation wounding to professional dignity, as well as damaging to scholarly growth if graduate contact at the doctoral or M.A. level is considered necessary for creative work at the frontiers of the discipline. For graduate students a valuable resource is, practically speaking, unavailable. The bringing together of graduate students and faculty from different institutions generates complicated administrative problems best handled by those who know the intricacies of the system in which such arrangements must be made. We recommend that the discipline committee make specific recommendations for the utilisation of faculty in departments offering only the B.A., or the B.A. and M.A., in graduate work elsewhere.[1] The most obvious point of entry for this activity is thesis supervision at the doctoral level, but consideration should be given to other possibilities, including the giving of seminar courses where distance is not a barrier to faculty travel.

The premise that graduate work in a department is necessary to generate faculty scholarship is, as a generalisation, untrue. The previous generation of scholars in Canada, the distinguished and creative faculty of a number of undergraduate colleges in the United States,[1] not to mention the long tradition of disciplined political understanding of the past on which we still draw, are sufficient denial. Indeed, a plausible case can be made that a struggling graduate programme attracting mediocre students is detrimental to scholarship.

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[1] For an analogous recommendation see Bonneau and Corry, Quest for the Optimum, p. 62.

The problem of the smaller departments active only at the B.A. or M.A. level is simply a special version of the general difficulty of keeping departments intellectually alive. Flexible and generous leave policies, rewards for excellence in both teaching and scholarship, department and institutional commitments to quality need not be confined to the large departments and universities. Some of the smaller departments have locational advantages which contribute to the attraction and retention of good faculty if the department provides a supportive context for scholarship.

It is often overlooked that the small departments in Ontario exist in the midst of one of the largest political science communities in the world, one which contains its proportionate share of gifted scholars, not all of whom are in the large departments. The arranging of extended visits of from two or three days to two weeks by such scholars to those of the smaller departments willing to receive them would have a wholly beneficial effect. Two or three of these visitors per year could be arranged at negligible costs of travel expenses and modest honoraria. We recommend that the discipline committee assume responsibility for facilitating a continuing programme of short-term visiting professors, not all of whom need come from Ontario, to interested departments.

Problems of Political Science Departments in the Coming Steady State Era

The last decade was characterised by rapid faculty growth. The coming decade will be characterised by relative faculty stability. Departments of political science will return to the situation that was typical in the pre-1960 period. The maturing of departments, the promotion of individuals, and the decline in the time consuming process of recruiting will all have a stabilising effect. (If stability is translated into faculty reductions, department tensions will increase, but this does not seem likely for the system as a whole, whatever may happen in isolated cases.) This stable situation can be viewed optimistically. The number of political scientists will be larger than ever before, and a high percentage of them will be in the productive years of their careers with the Ph.D. behind them. Both factors should increase the capacity of political science to respond effectively to disciplinary changes and new political realities.

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[1] Our convictions in this section are sustained by the experience of about fifteen leading American undergraduate colleges which kindly responded to our inquiries.

An alternative scenario generates less grounds for optimism. Knowledge will continue to grow, even if departments do not. Thus the problem of "coverage of the discipline," and of keeping up will become much more difficult than was the case when faculty expansion was the norm. In this scenario political science departments will be tied to the disciplinary concerns of yesteryear in which an aging faculty has acquired a hard won competence. The generational bias of existing faculty towards the young will be transformed into a bias towards middle age, with little room for a younger generation bent on making its mark. The result is stagnation.

The last scenario is no doubt exaggerated. Academic creativity in the social sciences is not confined to the young. Our general prognosis, indeed, is that political science in Canada is about to enter into a period of qualitatively distinguished research and publication far surpassing anything that has previously taken place, a factor that will make the next decade an exciting one for political scientists. It should also be noted that political science in Ontario, as in Canada as a whole, is peculiarly incapable of parochialism. Ontario faculty, according to data collected in the Hull survey,[1] are heterogeneous in academic origin. In 1970-71 only one quarter of Ontario political scientists had highest degrees from Canadian universities, with the remainder split two and a half to one between American and British universities, with a few from elsewhere. These diverse academic backgrounds, and the academic links they involve, render political science in Ontario an especially open discipline, unlikely to sink into the lethargy of isolation.

Nevertheless, the actual composition of departments will be relatively stable, and it is desirable that steps be taken to encourage the jostling of intellects and approaches which is productive of a stimulating atmosphere and hence of good scholarship. Faculty exchanges between universities, not confined to Ontario, constitute a simple vehicle for keeping departments and individuals mentally alive. Such exchanges should be encouraged as a matter of department policy. They should not be discouraged by sabbatical leave policies which require continuous service at one institution, and hence penalise those who spend a year away by requiring them to recommence their buildup of sabbatical leave entitlement. In the decade of stability ahead faculty members wishing to prepare themselves for a developing political science field in which the department is weak should be encouraged to employ sabbaticals for that purpose. The possibility may have to be faced in the steady state era of reconsidering the whole policy of tenure if it becomes a protection for significant numbers of apathetic faculty. Early retirement is another possibility to be canvassed. The preservation in each department of a small percentage of non-tenured positions is an additional mechanism requiring careful examination. While the methods will have to be carefully devised, and what has been proposed here is no more than suggestive, the general problems of the steady state situation are clear, and constitute appropriate matter for departmental consideration. As one approach to the problem we recommend that departments, by appropriate measures, facilitate faculty exchanges between institutions in Ontario and elsewhere.

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[1] W.H.N. Hull, "The 1971 Survey of the Profession," Table IX.

We also recommend that department responsibilities be regularly rotated to allow younger scholars to influence policy from the vantage point of authority. This will help to discourage the appearance, and the reality, of an age-based hierarchy in departments, and the resentments that can build up. Frequent changes of this nature will also have a stimulating effect by forcing periodic re-examination of department goals. Accordingly, we approve the developing practice of short tenure for department chairman which has developed in the past decade.

Appendices

Appendix 1 - Projected Graduate Student Populations to 1977-78 Based on Department Plans - Tables 38 and 39

Appendix 2 - Demand for Political Science Faculty in Canadian Universities, Charts 1, 2, 3, and Tables 40, 41, 42, 43, and 44.

Appendix 3 - Salaries: Comment and Tables 45 and 46.

Appendix 1 - Projected Graduate Student Population to 1977-78 Based on Department Plans - Tables 38 and 39

Table 38[a]

Projected Doctoral Student Populations to 1977-78 Based on Department Plans

		1972-3[b]	1973-4	1974-5	1975-6	1976-7	1977-8
Toronto[c]	FT	96	100-120	100-120	100-120	100-120	100-120
	PT	24	n/a	n/a	n/a	n/a	n/a
Carleton	FT	24	25	28	31	35	39
	PT	7	14	16	18	20	24
Queen's[d]	FT	27	27	27	27	27	27
	PT	13	13	13	13	13	13
York	FT	29	31	34	38	40	41
	PT	6	9	7	7	7	7
McMaster[e]	FT	23	n/a	15	15	15	15
	PT	0	n/a	n/a	n/a	n/a	n/a
Western	FT	4	6	6	7	6	7
	PT	6	5	6	5	6	5

(a) Compiled from data provided by the Discipline Committee

(b) "Actual" figures based on data in Form 6a, which does not always agree with "actual" figures in B(c)(b) from which projections were taken.

(c) Projected U. of T. figures based on an extremely crude estimate, by subtracting the "soft" figure (itself a crude estimate) of F.T. M.A. students from a U. of T. suggested stabilization figure of 160 F.T. graduate students at M.A. and Ph.D. levels combined.

(d) Queen's operates on a 'steady state' premise. Accordingly figures for 1972-73 have been used throughout. This may produce an underestimate as not only does the department plan to keep total F.T. student numbers at present level, but also to attract students in about the same number as at present. This will lead to a slight expansion if the system has not reached equilibrium.

(e) No distinction made in McMaster projections between F.T. and P.T. McMaster intends to have an average of 15 students in the programme, with a minimum of 10, and a maximum of 20, and the admission of no more than 6 or 7 a year.

Table 39[a]

Projected M.A. Student Population to 1977-78 Based on Department Plans

		1972-3 (Actual)	1973-4	1974-5	1975-6	1976-7	1977-8
Ottawa	FT	26	38	40	42	n/a	n/a
	PT	21	4	6	7	n/a	n/a
York	FT	18	10	10	11	12	12
	PT	5	5	7	8	8	9
Queen's[b]	FT	15	15	15	15	15	15
	PT	12	12	12	12	12	12
Carleton	FT	23	22	24	24	25	25
	PT	17	19	21	24	28	30
McMaster[c]	FT	33	n/a	n/a	n/a	n/a	n/a
	PT	5	n/a	n/a	n/a	n/a	n/a
Toronto[d]	FT	52	52	52	52	52	52
	PT	12	12	12	12	12	12
Brock	FT	0	6	8	8	9	10
	PT	0	2	4	6	7	8
W.L.U.[e]	FT	4	6	6	7	8	8
	PT	n/a	n/a	n/a	n/a	n/a	n/a
Guelph	FT	5	5	7	9	10	12
	PT	2	3	3	4	5	5
Windsor	FT	16	20	20	20	20	20
	PT	9	n/a	n/a	n/a	n/a	n/a
Waterloo[f]	FT	23	20	20	20	20	20
	PT	9	2	3	2	3	2
Western[g]	FT	24(h)	25	25	25	25	25
	PT	18	15	15	15	15	15

(a) Compiled from data provided by the Discipline Committee.

(b) Dept. support for 'steady' state of not more than 45-50 F.T. M.A. and Ph.D. on campus, roughly present situation. Accordingly, figures for 1972-3 used throughout.

(c) No data provided. Programme review underway.

(d) No year by year projections submitted. Plan to maintain program at "present quantitative level." Hence 1972-73 figures used throughout.

(e) No distinction made between FT and P.T.

(f) Supporting university statement gives higher figures than these, which are taken from department submission.

(g) Western projections do not include a possible Diploma Programme in Urban and Regional Administration, and an M.P. Admin., both to begin in 1975.

(h) Taken from proposed plans for future. Other data provided gives larger figures. Form 6a for 1972-73 gives 30 FT and 32 PT.

Appendix 2 - Demand for Political Science Faculty in Canadian Universities, Charts 1, 2, 3 and Tables 40, 41, 42, 43 and 44.

The following 3 charts and 5 tables were provided for the Consultants by ACAP, and were used, as indicated, in Chapter 3, "The Political Science Manpower Problem." The following data sources were employed:

1. Data on the size of the 18-24 age group from 1960 to 1970 was obtained from Statistics Canada. The figure for 1971 was obtained from the Census of Canada publication, Population - Single Years of Age. 92-716 Vol.1, Part 2. (Bulletin 1.2-4)
2. Data on university enrollment from 1960-1961 to 1971-1972 was obtained from Statistics Canada publication 81-204, Fall Enrolment in Universities and Colleges (various years).
3. Canadian Association of Graduate Schools. 1972 Statistical Report.
4. Statistics Canada. Salaries and Qualifications of Teachers in Universities and Colleges, 1970-1971 (81-203) 1971-1972 unpublished.

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CHART 1

SIZE OF 18 - 24 AGE GROUP

CANADA, 1960-1987

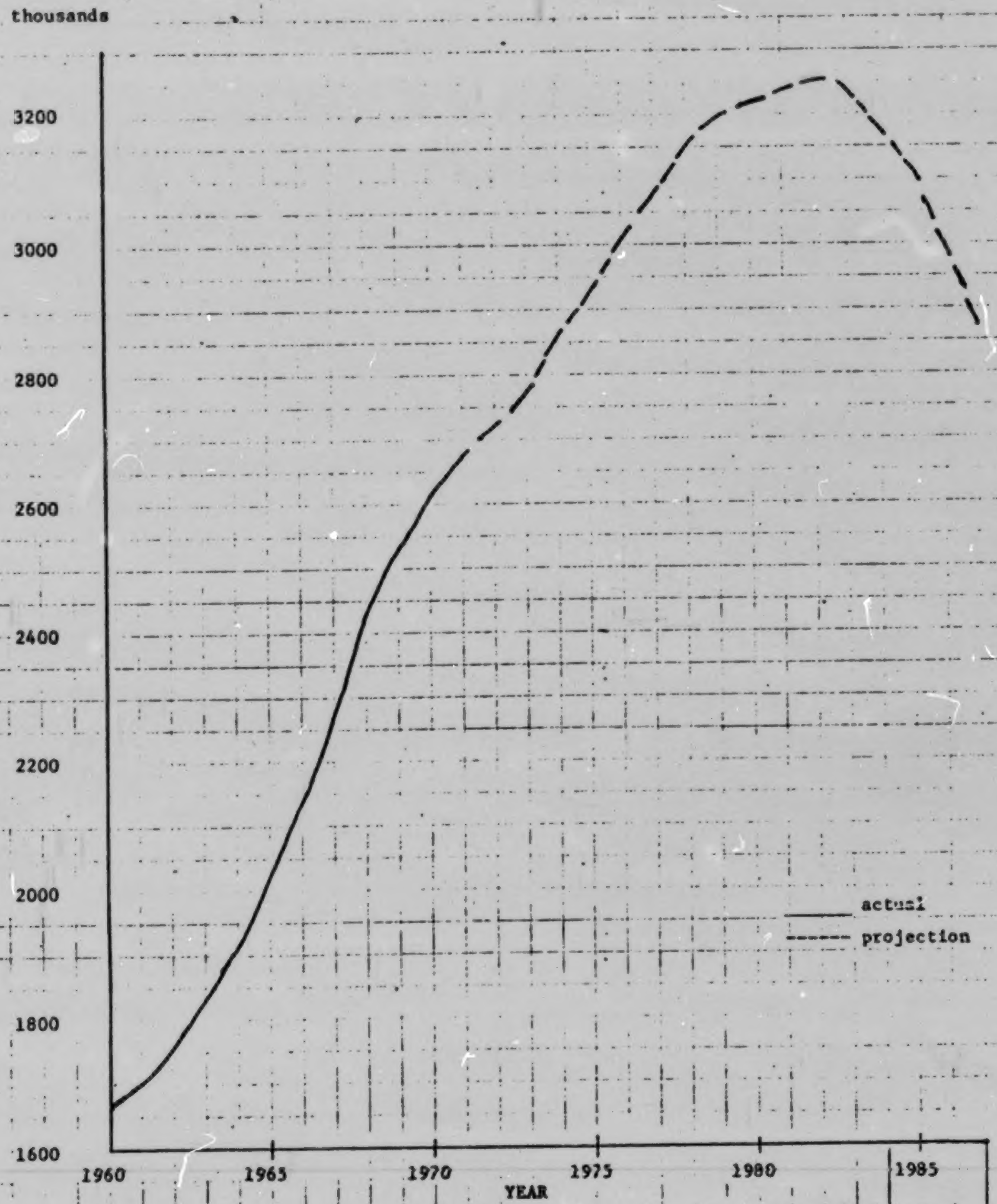

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CHART 2

UNIVERSITY PARTICIPATION RATES FOR FULL-TIME STUDENTS, CANADA

1960-1961 to 1987-1988

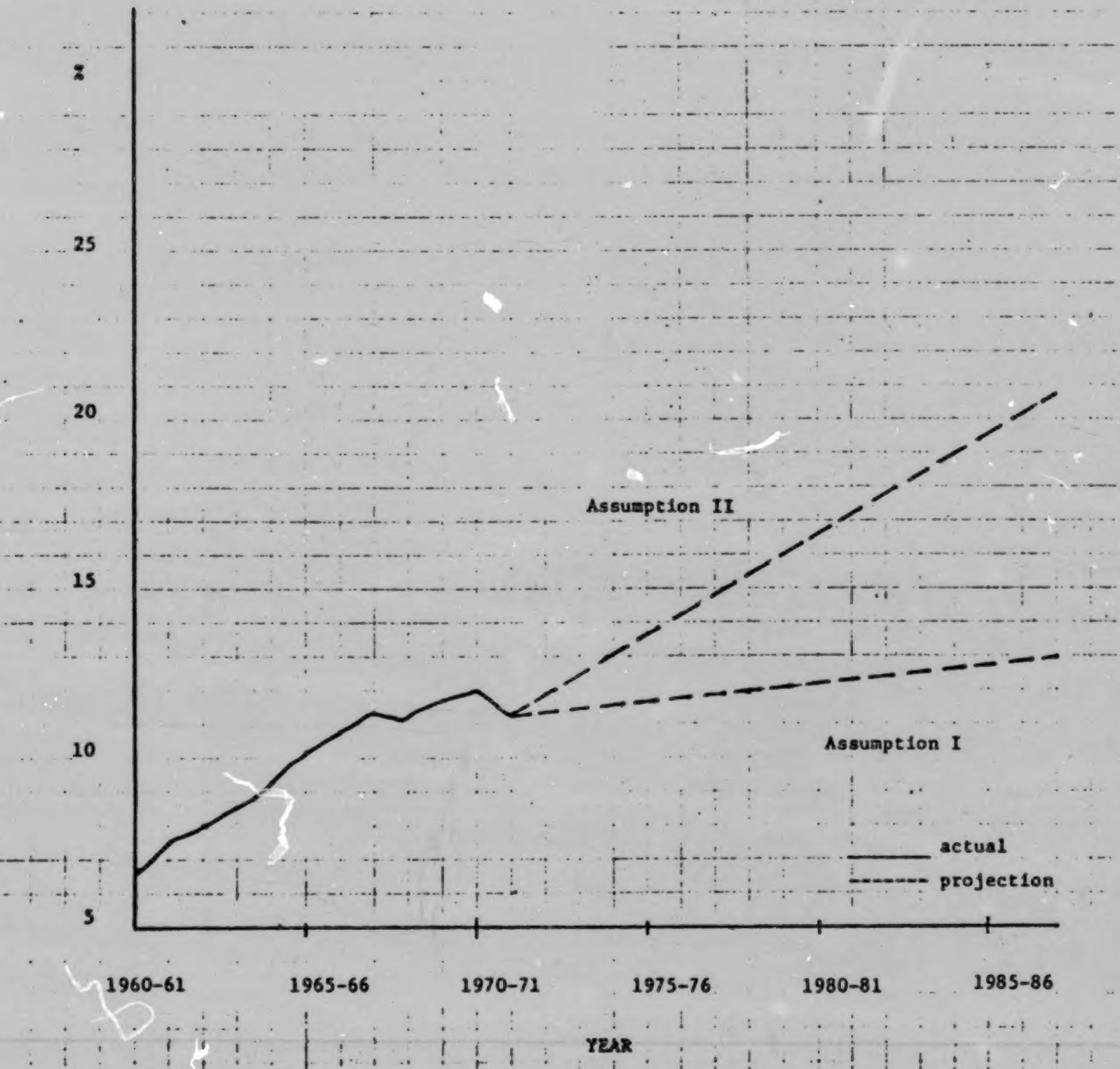

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CHART 3

UNIVERSITY FULL-TIME ENROLMENT, CANADA
1960-1961 to 1987-1988

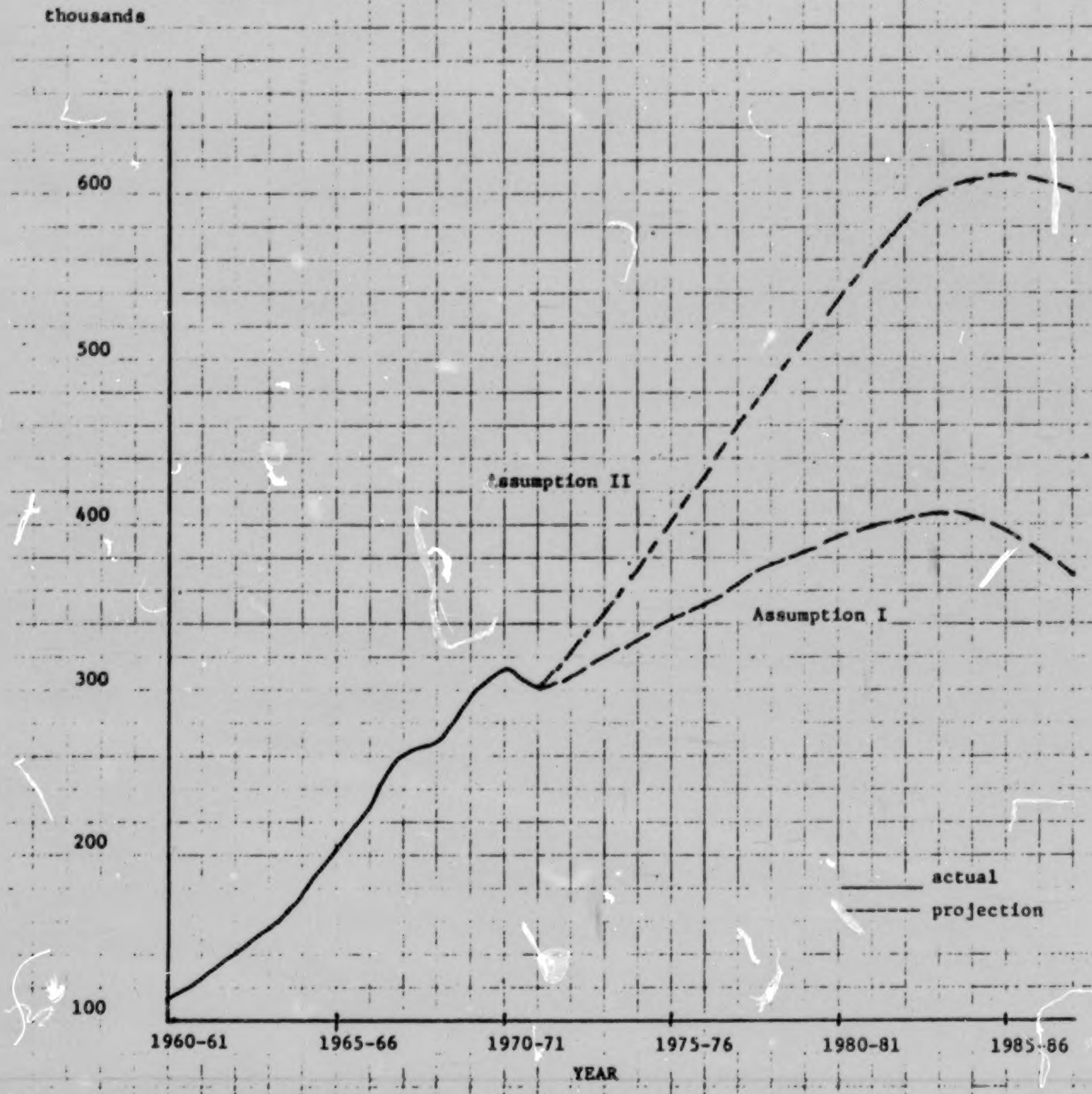

TABLE 40

ANNUAL FACULTY REQUIREMENTS IN POLITICAL SCIENCE DUE TO GROWTH[1] IN ENROLMENT, CANADA 1970-71 to 1987-1988

	ASSUMPTION I		ASSUMPTION II	
	TOTAL FACULTY	ANNUAL INCREASE	TOTAL FACULTY	ANNUAL INCREASE
1970-71	540[2]	--	540[2]	--
1971-72	603[2]	63	603[2]	63
1972-73	616	13	652	39
1973-74	637	21	702	50
1974-75	660	23	755	53
1975-76	684	24	813	58
1976-77	708	24	872	59
1977-78	731	23	930	58
1978-79	751	20	986	56
1979-80	768	17	1039	53
1980-81	780	12	1085	46
1981-82	792	12	1133	48
1982-83	801	9	1175	42
1983-84	804	3	1209	34
1984-85	798	-6	1230	21
1985-86	784	-14	1236	6
1986-87	762	-22	1227	-9
1987-88	739	-23	1216	-11

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[1] The projected rate of growth in enrolment resulting from growth in the participation rate (under assumptions I and II) is found in Table 44.

[2] There were 540 full-time political science faculty in Canadian universities in 1970-71 and 603 in 1971-72. Salaries and qualifications of teachers in universities and colleges, 1970-71. Statistics Canada. 1971-72 unpublished data.

TABLE 41

ANNUAL FACULTY REQUIREMENTS IN POLITICAL SCIENCE DUE TO REPLACEMENT, CANADA

1972-73 to 1987-1988

(1.6% of Total Faculty in Table 40)

	ASSUMPTION I	ASSUMPTION II
1972-73	10	10
1973-74	10	12
1974-75	11	12
1975-76	11	13
1976-77	11	14
1977-78	12	15
1978-79	12	16
1979-80	12	17
1980-81	12	17
1981-82	13	18
1982-83	13	19
1983-84	13	19
1984-85	13	20
1985-86	13	20
1986-87	12	20
1987-88	12	19

TABLE 42

ANNUAL FACULTY REQUIREMENTS IN POLITICAL SCIENCE DUE TO GROWTH AND REPLACEMENT, CANADA

1972-1973 to 1987-1988

(Table 40 + Table 41 = Table 42)

	ASSUMPTION I	ASSUMPTION II
1972-73	23	49
1973-74	31	62
1974-75	34	65
1975-76	35	71
1976-77	35	73
1977-78	35	73
1978-79	32	72
1979-80	29	70
1980-81	24	63
1981-82	25	66
1982-83	22	61
1983-84	16	53
1984-85	7	41
1985-86	-1	26
1986-87	-10	11
1987-88	-11	8

TABLE 43

ANNUAL FACULTY OPENINGS IN POLITICAL SCIENCE FOR NEW Ph.D.s, CANADA

1972-1973 to 1987-1988

(Table 43 = 64% of annual Faculty Requirements, Table 42)

	ASSUMPTION I	ASSUMPTION II
1972-73	15	31
1973-74	20	40
1974-75	22	42
1975-76	22	45
1976-77	22	47
1977-78	22	47
1978-79	20	46
1979-80	19	45
1980-81	15	40
1981-82	16	42
1982-83	14	39
1983-84	10	34
1984-85	4	26
1985-86	0	17
1986-87	0	7
1987-88	0	5

TABLE 44

DATA FOR CHARTS 1, 2 and 3 and TABLE 40

YEAR	18-24 AGE GROUP (thousands)	PARTICIPATION RATES (%)		UNIVERSITY FULL-TIME ENROLMENT (thousands)		INCREASE IN ENROLMENT (%)	
1960-61	1689.1	6.7		113.9		--	
1961-62	1712.5	7.5		128.9		13.1	
1962-63	1770.1	8.0		141.4		9.6	
1963-64	1848.8	8.6		158.4		12.0	
1964-65	1941.7	9.2		178.2		12.5	
1965-66	2039.5	10.1		205.9		12.5	
1966-67	2154.8	10.8		232.7		13.0	
1967-68	2290.2	[illegible]		261.2		12.2	
1968-69	2419.4	11.2		270.1		3.4	
1969-70	2543.5	11.7		298.5		10.5	
1970-71	2622.7	[illegible]		315.7		5.7	
1971-72	2688.8	11.3		304.4		-3.6	
		I	II	I	II	I	II
1972-73	2723.9	11.4	11.9	310.5	324.1	2.0	6.5
1973-74	2792.0	11.5	12.5	321.1	349.0	3.4	7.7
1974-75	2866.8	11.6	13.1	322.5	375.6	3.6	7.6
1975-76	2946.2	11.7	13.7	344.7	403.6	3.7	7.5
1976-77	3024.2	11.8	14.3	356.9	432.5	3.5	7.2
1977-78	3094.3	11.9	14.9	368.2	461.1	3.2	6.6
1978-79	3154.4	12.0	15.5	378.5	488.9	2.8	6.0
1979-80	3200.2	12.1	16.1	387.2	515.2	2.3	5.4
1980-81	3221.9	12.2	16.7	393.1	538.1	1.5	4.4
1981-82	3247.6	12.3	17.3	399.5	561.8	1.6	4.4
1982-83	3256.2	12.4	17.9	403.8	582.9	1.1	3.7
1983-84	3243.5	12.5	18.5	405.4	600.0	0.4	2.9
1984-85	3193.3	12.6	19.1	402.4	609.9	-0.7	1.7
1985-86	3111.1	12.7	19.7	395.1	612.9	-1.8	0.5
1986-87	2998.9	12.8	20.3	383.9	608.8	-2.8	-0.7
1987-88	2887.2	12.9	20.9	372.4	603.4	-3.0	-0.9

Appendix 3 - Salaries: Comment and Tables 45 and 46

Allan M. Cartter in An Assessment of Quality in Graduate Education[1] helped in 1966 lay the groundwork for assessments of the quality of graduate education in the United States. One of the several peripheral factors examined in the evaluation was salaries, and he found that there was a high correlation between other factors evidencing quality and the salary ratings, that is to oversimplify, that the best universities were paying the highest salaries. Without passing judgment on the validity of this criterion, we can present some tables indicating the comparative levels of average university salaries in Canada, in the United States, and in the several universities in Ontario.[2]

Several features of the Canadian salary structure may be noted. First, there are limited inequalities between the scales of the several universities regardless of the size or prestige of the institution. It is true that several of the smaller and newer universities are in the lower ranks for full professors, but there are different variations at the assistant professor level. Second, the average salary scales in Canada are quite comparable with those for "universities" in the United States, though there are wider variations in the levels in the United States.[3] Third, a comparison of the general salary levels with those for political scientists in Ontario indicates that the salaries of political scientists are comparable to those in other disciplines and with the general university averages.[4]

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[1] Washington, D.C., 1966, esp. p. 114.

[2] These tables were first prepared for internal utilisation at McMaster University, and approval for their incorporation in this report was provided by Vice President Hellmuth.

[3] See compilation of data on salaries in "universities" in the United States, utilized in preparing Table 45, in the Chronicle of Higher Education, March 12, 1973, p. 6.

[4] Cp. Statistics Canada, Salaries and Qualifications of Teachers in Universities and Colleges, 1970-71, Ottawa, June 1972, p. 46, for listing of "political science teachers."

On the basis of this salary data, several observations may be made. The overall similarities in salary averages make it inappropriate to utilize salary as a variable for differentiating between provincially financed universities or departments of political science in Ontario. The mobility and shift of faculty members between institutions in Ontario must normally be explained on grounds other than differences in average salary levels. Of course, there have been notable exceptions, especially in pursuit of the "star" policy, but these have been exceptions. In general, it would appear that the province of Ontario recognized the advantages during a period of rapid university expansion in the 1960s of providing an adequate and competitive salary base for political science faculties, which has been maintained to the present.

TABLE 45

WEIGHTED SALARY AVERAGES BY PROVINCE, CANADA, AND THE U.S. 1972-73

University, Province or Country	ALL FULL PROFESSORS Average Salaries	Ratio Aver./Can.	ASSOCIATE PROFESSORS Average Salaries	Ratio Aver./Can	ASSISTANT PROFESSORS Average Salaries	Ratio Aver./Can.	LECTURERS Average Salaries	Ratio Aver./Can.
Ontario	24,626	100.5	18,051	100.8	14,395	101.4	11,788	102.5
New Brunswick	22,622	92.3	17,205	96.0	13,559	95.5	10,874	94.6
Nova Scotia	21,103	86.1	16,654	93.0	13,184	92.9	10,794	93.9
Alberta	24,712	100.8	18,104	101.1	13,893	97.9	10,609	92.3
British Columbia	25,153	102.6	17,727	99.0	14,459	101.8	11,446	99.6
Prince Edward Is.	21,551	87.9	17,425	97.3	13,758	96.9	10,526	91.6
Newfoundland	21,411	87.4	16,580	92.5	13,368	94.2	10,778	93.8
Canada	24,505	100.0	17,915	100.0	14,198	100.0	11,496	100.0
U.S.A. (9-10 mo.)	20,792	84.8	14,983	83.6	12,234	86.2	9,779	85.1
Private	21,493	87.7	15,325	85.5	12,511	88.1	10,127	88.1
Public	20,036	81.8	14,861	83.0	12,448	87.7	9,690	84.3
U.S.A. (Adj.11 mo.)	25,412	103.7	18,313	102.2	15,234	107.3	11,952	104.0
Private	26,269	107.2	18,731	104.6	15,291	107.7	12,377	107.7
Public	20,484	83.6	18,163	101.4	15,214	107.2	11,843	103.0

Source: Statistics Canada and the U.S. Department of Health Education and Welfare (preliminary data).

TABLE 46

ONTARIO UNIVERSITIES - AVERAGE SALARIES FOR 1972-73

(Medical Faculty Excluded)
McMaster = 100

FULL PROFESSORS			ASSOCIATE PROFESSORS			ASSISTANT PROFESSORS			LECTURERS		
NAME	SALARY	RATIO	NAME	SALARY	RATIO	NAME	SALARY	RATIO	NAME	SALARY	RATIO
1. Western	26,649	105.7	1. Waterloo	18,763	103.7	1. Windsor	14,706	102.8	1. Toronto	12,493	109.7
2. Waterloo	25,751	102.1	2. Toronto	18,343	101.4	2. Toronto	14,657	102.4	2. Waterloo	12,036	105.7
3. Toronto*	25,693	101.9	3. Guelph	18,306	101.2	3. Ottawa	14,600	102.0	3. Lakehead	11,998	105.4
4. McMaster	25,215	100.0	4. Ottawa	18,265	101.0	4. Guelph	14,533	101.6	4. Queen's	11,987	105.3
5. York	25,159	99.8	5. Queens	18,206	100.6	5. Waterloo	14,484	101.2	5. Ottawa	11,808	103.7
6. Queen's	24,998	99.1	6 McMaster	18,090	100.0	6. Lakehead	14,466	101.1	6. York	11,751	103.2
7. Guelph	24,711	98.0	7. Windsor	18,002	99.5	7. Wilfrid Laurier	14,392	100.6	7. Guelph	11,679	102.6
8. Ottawa	24,601	97.6	8. York	17,954	99.2	8. Brock	14,387	100.6	8. Carleton	11,656	102.4
9. Carleton	23,514	93.2	9. Lakehead	17,923	99.1	9. Laurentian	14,350	100.3	9. Wilfrid Laurier	11,554	101.5
10. Wilfrid Laurier	23,281	92.3	10. Carleton	17,665	97.6	10. McMaster	14,306	100.0	10. Windsor	11,512	101.1
11. Laurentian	23,259	92.2	11. Western	17,634	97.5	11. York	14,288	99.9	11. Brock	11,502	101.0
12. Brock	23,218	92.1	12. Laurentian	17,550	97.0	12. Queen's	14,255	99.6	12. McMaster	11,387	100.0
13. Windsor	23,212	92.0	13. Brock	17,277	95.5	13. Carleton	14,217	99.4	13. Laurentian	11,269	99.0
14. Lakehead	22,940	91.0	14. Wilfrid Laurier	17,227	95.2	14. Western	14,182	99.1	14. Western	11,242	98.7
15. Trent	22,780	90.3	15. Trent	16,775	92.7	15. Trent	13,454	94.0	15. Trent	**N.A.	-

Note: Source - Statistics Canada. For the first time faculty on leave of absence are included at their annual rate of pay, and assistant, associate and vice deans are included in the averages.

* Dental faculty are included in Toronto's averages. ** Not available because there is only one lecturer at the University.

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APPENDIX B

DISCIPLINE GROUP RESPONSE

COMMENTS OF THE POLITICAL SCIENCE DISCIPLINE GROUP

on the

Report of the Political Science Consultants to the Advisory Committee on Academic Planning

March 26, 1974

The Political Science Discipline Group wishes to record at the outset its deep appreciation of the sympathetic and conscientious manner in which Professors Alan Cairns, Taylor Cole and Peter Waite carried out their onerous task of assessing the graduate programmes in Political Science at Ontario universities.

The Group felt heartened by the confirmation which the Report provides of the strength, diversity and vigour of the political science community in Ontario and of its significance for the development of the discipline in Canada. We also note the absence of any unwarranted duplication.

Completion Rates

The Discipline Group recognizes the desirability of undertaking an intensive study of completion rates in MA and PhD programmes in Ontario (page A34) and proposes to establish a small committee to coordinate the collection of data. In this connection, the Consultants' comments do not take adequate account of differences in degree programmes, especially at the MA level. It also remains unclear what completion rates would be appropriate.

PhD Programme

The Discipline Group concurs with the recommendations (page A44):

(1) that no new PhD programmes be instituted in the province during the next five years;

(2) that the present trend towards more rigorous admission procedures and selectivity prior to and during the first year of graduate work be encouraged;

(3) that in no instance should a system of government quotas in political science for each university be instituted; and

(4) that all PhD (and MA) programmes in political science be rigorously reviewed by outside assessors at approximately five year intervals, and any PhD programmes not maintaining acceptable standards be discontinued.

The Group also accepts in principle the idea of new types of PhD programmes involving interdisciplinary relationships, including consortium arrangements between universities, but it does not regard these as necessarily being academically superior to more traditional programmes.

MA Programmes (page A45)

The Discipline Group supports the concept of a "Canadian" MA as an autonomous and important degree in its own right, and urges that existing programmes be strengthened. This does not necessarily imply a thesis requirement, but it does mean that there should be an important research component and/or a comprehensive examination to test mastery of the literature in the field.

All MA programmes should be regularly and rigorously assessed in terms of quality. In connection with new programmes, quality rather than any nebulous concept of "critical student mass" should be the overriding factor.

Graduate Employment (pages A45-A46)

The Discipline Group appreciates that graduate programmes, especially at the MA level, should take account of the needs and expectations of employers in the public and private sectors (including labour unions, community groups, the media and political parties). At the same time, it wishes to emphasize the importance of not obscuring the broader purposes of higher education.

The Group urges ACAP to take immediate steps to eliminate existing discrimination among social scientists arising out of present occupational classifications in the federal and provincial public service.

The attention of university authorities is also drawn to the need to provide much more comprehensive counselling and placement services for graduate students. With respect to departmental supervision of graduate programmes (as opposed to individual students), the Group acknowledges some deficiencies in the past and recommends that the necessary action be taken to remedy these in the future. It recognizes that improved administrative arrangements will have implications for the teaching loads of the faculty members concerned.

Bilingualism (page A131)

The Discipline Group strongly affirms the desirability of promoting greater facility in French both as a research tool, particularly for those specializing in Canadian politics, and as a medium of communication within the Canadian political science community. While it realizes that the problem is not entirely within the capacity of universities to solve, the Group urges them to make greater efforts to accord proper recognition in their graduate programmes to the importance of bilingualism.

Inter-University Cooperation

The Discipline Group welcomes the growing measure of cooperation among universities that already exists in Ontario, and encourages increased interaction provided it is not a prelude to integration. For a number of years, various arrangements have existed whereby, for example, faculty members have taught for a term or given a specific course at another university, where established university policy has not prevented it. In addition, students have generally been able to register at other institutions, and receive credit for their work.

Clearly more can be done, though the modalities of further cooperation will vary considerably with the circumstances of individual institutions. For this reason, the initiative for further collaboration should be left to them. Moreover, there are limits beyond which cooperation at the departmental level cannot proceed without university encouragement and support. In this connection, it would be immensely helpful if the Ontario Council on Graduate Studies or some other appropriate body were in a position to provide on request small sums to facilitate inter-university exchanges. Such exchanges, should not be conceived of solely as schemes to benefit the smaller universities. Rather the motive should be to make the best use of provincial resources regardless of whether departments are large or small.

Graduate Student Assistance

The Discipline Group draws the attention of university and provincial authorities to the importance of more adequate financial provision for graduate students, particularly those of the highest quality. On the other hand, it deplores on grounds of public policy unwarranted financial competition among universities to attract graduate students, and request the Ontario Council on Graduate Studies to adopt guidelines for the equitable distribution of available funds.

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APPENDIX C

UNIVERSITY COMMENTS

Comments appear from Brock, Carleton, Guelph, Lakehead, McMaster, Ottawa, Queen's, Toronto, Waterloo, Western Ontario, Wilfrid Laurier, Windsor and York.

Brock University
Political Science

University Comments on Consultant's Report

The University warmly commends the ACAP assessors for their valuable and far-reaching Report on Graduate Programmes in Political Science in Ontario. We support the general recommendations of the Report, especially those dealing with the diversification and strengthening of the M.A. degree and with the provision of appropriate occupational listings by the responsible governmental authorities, particularly the federal Public Service Commission. Further, we support the specific recommendation directed to a number of universities to continue the exploration of the potentialities of regional collaboration.

CARLETON UNIVERSITY

RESPONSE TO THE ACAP CONSULTANTS' REPORT
ON
POLITICAL SCIENCE

1) Introduction.

We believe that the consultants have done a thorough and competent job and are impressed by the quality of the research and analysis that has gone into the development of the report.

2) The Field of Political Science.

The consultants' report devotes considerable attention to manpower planning and demand-supply projections. In the past we have cautioned against placing restraints on enrolment based on questionable manpower forecasts and we would again repeat this caution although this report presents a more balanced and less pretentious approach to manpower projections than some.

We feel that the consultants have been conservative in their projections of the demand for Ph.D.'s. We find some factors specific to the situation at Carleton which permit us guarded optimism about the employability of our graduates. First of all, we have not assumed that our graduates will find employment only in the universities. One of our recent Ph.D.'s is now employed in the federal civil service, and four of the active ABD's who have left Carleton are employed in government, politics and the media. Employment opportunities in these areas have increased recently. The general climate of the Department in Ottawa encourages this orientation toward the civil service, and a significant proportion of course work and departmental research is closely tied to governmental problems in Ottawa. We do not share the general view expressed in the report, based on evidence from the United States, that the demand for political scientists by governmental agencies is non-existent. We are somewhat disappointed that the consultants did not report on the current employment status of Ontario university Ph.D. holders and the ABD's. Only 55% of our doctoral students on the market are employed by Canadian universities in contrast to the consultants' assumption that this is where almost all Ph.D.'s must find employment. Whether this is specific to Carleton or a more general phenomenon is not clear from the report, but evidence of this kind would provide better guidance for planning than some of the gloomier manpower projections cited in the report.

The employment history of our graduates and faculty suggests strongly that we have met the needs and expectations of government and public enterprise in considering the relevance of our Ph.D. requirements to the broader needs of the community. This does not mean any lessening of standards of academic excellence, but it may require an even greater emphasis on research methodology and techniques of policy analysis.

Moving somewhat beyond the recommendations in the report, we propose that the Discipline Committee urge the Canadian Political Science Association to approach the social science learned societies (other than economics which has an established status) for a joint submission to the Public Service Committee on standards of recruitment and employment of social scientists in the federal civil service. We are sympathetic with the general arguments of the Porter and Blishen Report that manpower projections based on current standards do not adequately reflect the need for well-trained social scientists in dealing with the complexities of modern society.

Manpower projections in this report also assume only a Canadian market. Given the location in the national capital and substantial programmes in international relations and foreign area studies, Carleton has attracted a substantial number of foreign students particularly from Commonwealth countries. One of our Ph.D.'s has joined the faculty of the University of Ife in Nigeria; two ABD's are teaching at the University of Guyana, and six students in course are on leave from political science departments in India, Bangla Desh, and Egypt, in order to upgrade their educational qualifications. We find the foreign student component contribute substantially to the quality of the educational programme at Carleton, and national employment projections may be somewhat misleading. There are, however, increasingly serious problems in the enrolment of foreign students which require attention: (1) the difficulties of evaluating credentials for admission; (2) the general inability of many foreign students to support themselves as T/A's; and (3) the problems of general support and guidance. The most serious problem is the undue strain which this global orientation places on our limited financial resources, and Carleton University may well need to define more carefully its special responsibilities in this area and seek a greater measure of financial support for this international role. The question of responsibility for this type of training is not discussed in the report, although recent decisions by Manpower and Immigration at the federal level have important consequences for the conservation of the cosmopolitan makeup of the university.

3) Political Science in Ontario.

We share the general thrust of the recommendations with regard to limiting Ph.D. programmes in Ontario but limitations on student numbers should be based on quality considerations and not on manpower projections. The Carleton Department has already begun a phase of consolidation and review following a decade of expansion. The Carleton Department of Political Science has been quite sensitive to the issue of more rigid admission procedures and selectivity, and we have instituted procedures for more careful screening. Our present rule is to limit new admissions to those students with high standing for whom we can provide adequate supervision in their chosen area of specialization. Due to a much higher acceptance rate this year than in the past, we do have a larger than planned growth in enrolment in the doctoral programme, and we believe we are committed to the presently enrolled group before taking on additional students for supervision. We therefore plan to restrict enrolment to below the projected levels in the ACAP report for next year. At present we have the full-time enrolment projected for 1975-76, and the intake will be controlled in the next two years in order to bring enrolments in line with projections. The references made at various points in the report to the somewhat under-utilized potential for graduate work at Carleton will be discussed in greater length later in this report.

We support the recommendation of the consultants for the establishment of a committee to undertake an intensive study of completion rates for the Ph.D. and M.A. degrees. Carleton's Department supplied the limited data which provided the basis for the information in footnote #1 on page A33. This comparison of the Carleton completion time (4.7 years) in comparison with the U.S. average (9.6 years) is somewhat misleading as the Carleton data are based on the time from admission to the Ph.D. after M.A. while the U.S. data are based on the time from granting of B.A. to completion of Ph.D.

In examining coverage of the major areas of concentration in the province, we note the particular references to the strengths of Carleton in the areas of International Relations, Soviet and East European Studies and African Politics. In each case, substantial resources are also available in related disciplines. In keeping with the need to accept a measure of specialization, the University does not plan to expand other "area" studies, though Political Science intends to maintain its present competence in Western Europe. The lack of coverage of the Middle East, noted in the report, should take account of the strengths of McGill in both Islamic and Judaic studies. Carleton has paid particular attention to co-ordination of its areas of special interest with McGill. This broader Canadian perspective cannot adequately be reflected in a report focusing only on Ontario.

In the case of Canadian politics, which is recognized as a major area of strength, we plan a further development of resources. This is especially appropriate in view of our location in the national capital and the strong emphasis on Canadian studies in related departments, institutes and schools. The same rationale applies to Canadian and comparative public administration and policy where Carleton already has a solid base on which to develop further strength. The University has long recognized its special responsibilities to prepare graduates for employment in the public service.

We believe that our emphasis on Canadian and comparative public administration within the Department is a correct one. The management science-oriented programme in our School of Public Administration has not been in operation long enough for us to see whether or not M.A. graduates of that programme who wish to pursue further study will enter the Ph.D. programme in political science at Carleton or the doctorate in management science at Ottawa. We have benefited in the past by well-qualified M.A. students from the School of International Affairs who continue at Carleton and pursue a Ph.D. in political science. The separate ACAP consultants' report in management science should give us further information and assessment in order to assist us in planning the most appropriate division of labour for management science programmes in the Ottawa area.

We share the concern of the consultants that not enough has been done in developing inter-disciplinary programmes at the doctoral level. The Carleton Political Science Department does encourage doctoral students to offer one field outside the Department, and a number have taken advantage of this option with the active support of the Sociology Department. Given Carleton's strong emphasis on the social sciences, we perhaps have particularly good chances for encouraging more development along these lines. Past employment experience, however, suggests that the candidate should retain a strong disciplinary base, as holders of Ph.D. degrees given b special inter-disciplinary schools and institutes have had difficulty obtaining the recognition that they might otherwise deserve.

At the provincial level, we find too little discussion of the adequacy and distribution of financial support for graduate students in political science. The recent shifts in level and method of awarding of Ontario Graduate Scholarships can be expected to reduce the number of scholarship holders in the newer universities. Past reputation continues to exercise considerable attractive power on students, although this report and earlier evaluations of political science in American universities indicate that history and general reputation are not always the best indicators of continuing excellence.

There are several references to the relatively under-utilized potential for graduate supervision at Carleton relative to Queen's and to Toronto. Overall averages can, however, be misleading since they fail to take account of the unevenness in the distribution of students among the specialized fields and in schools and institutes. It is not easy to ensure that student interests and their demand for places will exactly match the distribution of faculty among the various specialties. A ratio based on raw figures of students and professors is a misleading index of the supervision efficiency of a department because the quality of a supervision system cannot be measured in this crude manner. In the Department of Political Science at Carleton, we have set up a system in which every student is assigned to a professor for the supervision of his comprehensive exams (three exams for a Ph.D. student, and two exams for an M.A. student) or his thesis (Ph.D. thesis, M.A. thesis, or M.A. essay). In order to present a true picture of the supervision system in our department, one needs to have all relevant information (faculty resources and student supervision demands of each field). The following table shows the supervision load according to the five major fields of political science.

We take considerable satisfaction in the ACAP consultants' strong recommendations with regard to maintenance of the integrity of the M.A. as a separate graduate degree, and the particular praise addressed to the Carleton Department for the maintenance of high standards with regard to this degree. This topic has been one for continuing review in the Department and in the University, and the ACAP recommendation lends further weight to the preferences of the faculty of the Department.

Area	Faculty Availability	Actual Faculty Resources[1]	Ph.D. Comprehensive[2]	Estimated Ph.D. Thesis[3]	M.A. Comprehensive[4]	Estimated M.A. Thesis[5]	Total Supervision Load	Ratio[6]
nadian	18	9	17	8	13	10	48	5.33
mparative	22	11	46	18	18	4	86	7.82
tl. Rel.	9	4.5	25	8	14	10	57	12.67
eory	9	5.5	28	8	18	7	61	13.56
b. Admin.	7	3.5	13	1	5	3	22	6.29
tal		32.5	129	43	68	34	274	8.43

[1] Each professor must declare two fields of specialization. The first column shows the availability of supervisors of each field. A joint appointment is counted as half. Those faculty members who are on sabbatical leave are not counted. Assuming that the number of professors on leave is more or less constant each year, the second column is an actual breakdown of professors according to various fields within the political science discipline.

[2] Each doctoral candidate must have three fields for the comprehensive exam, one professor to supervise him on each field.

[3] The figures presented in this column are estimated figures with the assumption that a student will write his thesis on his major field.

[4] Each M.A. student must choose two fields for his comprehensive exam.

[5] A M.A. student can write an essay or a thesis to be supervised by one faculty member.

[6] The figures in this column represent the ratios of total supervision load over the actual faculty resources according to the five major fields of political science. These figures are misleading because of the fact that the Carleton department has a huge undergraduate program and a number of professors are entirely in charge of teaching undergraduate courses, hence do not actively participate in the graduate supervision program.

4. Political Science at Carleton.

Only two specific recommendations are directed at Carleton. The first centres on the future development of schools and institutes at Carleton, a subject of much debate and discussion at Carleton and in the Department of Political Science. Opinion on the schools and institutes in the Department is divided, and our comments need to reflect these differences as the consultants' recommendation clearly reflects the views of some members of the Department.

We believe this debate can be clarified by dividing the question into two components: (1) substantive, and (2) procedural. The substantive question centres on the desirability of inter-disciplinary programmes in the province of Ontario. One conclusion which we draw from the consultants' review of provincial programmes is that this desirable aspect of inter-disciplinary work is probably further advanced at Carleton than elsewhere in the province, particularly in terms of the active participation of political science faculty. We look on this as a strength of Carleton, and we are apprehensive about any recommendation that calls for "channelling and restraining" the further development of inter-disciplinary schools and institutes without careful consideration of context. We have expressed earlier in this report our reservations about premature implementation of doctoral programmes by schools and institutes in the absence of clear acceptance and recognition of the degree. There are no present plans at Carleton for doctoral programmes in the existing schools and institutes.

The problems which exist relative to schools and institutes are not based on substantive objections to the merits of these programmes, which are actively supported by a large number of political science faculty, but are related to procedural problems. The consultants appear to have taken a rather narrow and in some ways self-contradictory way out of this dilemma, viz. by recommending the limitation of the schools and institutes to the available contribution time of the political science department in view of its commitments to political science students. The contradiction comes in that the consultants also recommend the expansion of inter-disciplinary programmes in the province. The Carleton Political Science Department provides support (instructional and other) to these programmes and simply to bring these programmes in line with the existing commitments of political science is too parochial a way out.

In comparing Carleton with other political science graduate responsibilities across the province, *ceteris paribus* assumptions simply do not work, largely because of the presence of well-developed inter-disciplinary M.A. programmes at Carleton.

Related to the question of co-ordination between the Department of Political Science and other Schools and Institutions at Carleton is the second recommendation, with regard to cooperation with the University of Ottawa. Even before the arrival of the ACAP political science consultants, attempts had been made to bring the two Departments of Political Science closer to each other. Given the particular role of the University of Ottawa as a bilingual institution, and the increasing interest of the Carleton Department in French Canadian politics, "un esprit de coopération entre les deux départements" is unavoidable. A programme of student exchange has already been organized on a formal basis. Furthermore, we intend to explore further the possibility of setting up a systematic programme of faculty exchange and research for mutual benefit. Outside the official "boundaries" of the two Departments, there are other areas which could lend themselves easily to this programme of cooperation. For example, one can easily visualize the two universities sharing the teaching and research on African politics and development with Carleton specialized in English-speaking Africa and Ottawa in French-speaking Africa. An informal agreement along these lines concerning Library acquisitions is already in operation. Similarly, a division of labour can be set up along linguistic lines in the field of public administration (an area of strength at Carleton) and management science (an area of strength at Ottawa). All these ideas have been informally discussed at the respective universities. The ACAP recommendation can be expected to stimulate further the dialogue between the two institutions in their search for a common ground for cooperation.

Other comments and judgements made by the consultants bear on the plans for the Department. First, we note the reference to Carleton's emphasis on French Canada, unusual among English-speaking Ontario universities. We are encouraged by the support for this orientation, and we would hope to move further in this direction, particularly in the recruitment of new faculty. We have had a number of francophone students in the M.A. programme, including theses, in recent years, and this year two francophone students with interests in Canadian politics entered the Ph.D. programme. Secondly, we are pleased with the reference to balance in the Department in terms of ranks, sex, fields, and methodologies. This is a tribute to the careful selection procedures followed by the faculty in recent years.

The references elsewhere in the report to eminent faculty members who seem to have no contact with students, and particularly graduate students, give us some grounds for caution in pursuing visibility at the price of full involvement in teaching and supervision.. We simply have no margin at Carleton for this policy. The references to a number of faculty with no or minimum publications, most of whom are pursuing their doctorates, do provide some grounds for worry, but it does need to be seen against the background of the very high undergraduate teaching ratio (the highest in the province).

University of Guelph

COMMENTS ON REPORT OF THE CONSULTANTS

POLITICAL SCIENCE PLANNING ASSESSMENT

We have read with much interest this report, which is unusually readable and thought provoking. The consultants are to be commended for making their lengthy report so easy to read. The assessment of each department is pertinent and helpful, and the consultants have successfully resisted the temptation to define "model" programs at either level. The universities are left free to develop their own plans, in the knowledge of what is being done elsewhere in the province.

We take note of the recommendation to strengthen research and publication, and we are gratified that the consultants recognize at Guelph (page A129) "a favourable environment for the generation of a research orientation". In a department which is both young and youthful, where one-third of the faculty have yet to complete their doctorates, it is not surprising that the publication list is shorter than that of older departments. We point out that, in keeping with departmental policy, the other two-thirds are pressing forward their research, from which publications will result as swiftly as is consistent with quality.

......

While we recognize the desirability of having in Canada political scientists who know both our official languages, in practical fact we can but do our best for the "product" we receive; and in a time of some retrenchment in the teaching of French at lower levels we shall continue to encourage our students to recognize the importance and facilitate the study of French. It should be noted that students studying French Canada must have a working knowledge of French.

With regard to inter-university cooperation we do have experience in several disciplines. That experience leads us to point out that such cooperation is effective only where the participants discern mutual advantage. It is impracticable to legislate effective cooperation. In political science, as in other disciplines, we are ready to discuss cooperation with other interested universities.

The consultants properly refer (page A130) to our interest in some modification of our Canadian studies program both by some emphasis on public policy formation and management and by resuming our interest in the international area "through a focus on Canada's role in international politics and development". Also in the international area, development of comparative politics would be consistent with the University's "Aims and Objectives". These are areas in which, as shown in Table 12, page A-54, we have appropriate faculty strength.

......

This broadening of our program would, we believe, do much to offset the present relatively low enrolments.

As to the report in general we express some reservations on the interpretation of Tables 16 and 17 set out by the consultants on page A61. The concept of "completion rate" is particularly bothersome because it is based upon number work involving degrees awarded (to individuals) in relation to registrations (where individuals are counted more than once). For example, the 46 Guelph registrations (Table 17) represent 30 students, 26 of whom are potential degree recipients (the other 4 were non-degree students). Of the 26 individuals 13 have completed the MA, 5 are currently registered, the remainder have either formally withdrawn (4) or are undecided (4). If the same proportion of the total 1546 (Table 16) were potential degree recipients, that number would represent a "pool" of about 875 individuals, and the 574 degrees would be 66 per cent of that "pool", rather than 37 per cent of the 1546. We urge that any such study of completion rates as is recommended on page A34. be based on real figures representing individuals, rather than on total registrations which represent multiple counting of individuals. It would be important, also, to discover the completion time (the Guelph average is 5 semesters).

....

Some editing of the consultants' report should be undertaken to replace "ACAP" by "OCGS" at a number of places, and "assessment" by "appraisal" in a few other places.

We welcome the discussion in Chapter 6 of matters which are not peculiar to political science but which are of concern to all those involved in the organization and development of graduate studies. The recital (pages A155, A156) of financial incentives to attract graduate students is a melancholy commentary on contemporary values. The issue, as the consultants indicate, in the end hinges upon Ontario government policies. The real danger is that the solution seems more likely to involve the butcher's cleaver than the surgeon's scalpel.

The consultants have given us much to think about. We are indebted to them.

****

March 14, 1974

Lakehead University
THUNDER BAY, ONTARIO, CANADA, POSTAL CODE P7B 5E1

OFFICE OF THE PRESIDENT

February 22nd, 1974.

Dr. M. A. Preston,
Executive Vice-Chairman,
Council of Ontario Universities,
Advisory Committee on Academic Planning,
Ontario Council on Graduate Studies,
130 St. George Street,
Suite 8039,
TORONTO, Ontario. M5S 2T4

Dear Dr. Preston:

Re: Final Report on the Political Science Planning Assessment

We have no specific comments to make concerning this report other than welcoming the comments found in the section Some Problems of the Smaller Departments (pp. A159-A160)

Yours sincerely,

Andrew D Booth

ANDREW D. BOOTH,
President.

/lp

cc - Dr. S. Walker.

MCMASTER UNIVERSITY RESPONSE

TO

POLITICAL SCIENCE PLANNING ASSESSMENT

The ACAP report, in our view, presents a complete and generally well balanced picture of the state of graduate studies in Political Science in Ontario. Moreover, in view of the importance of our Province within the system of higher education in Canada the report has broad implications for Political Science throughout the entire country. The authors do not confine themselves to the Provincial scene but present the picture of the discipline in Ontario against the broad background of developments in Canada and even in the United States.

We concede that the report presents a reasonably sound and fair evaluation of the past situation in our own Department of Political Science. We are prepared to accept the consultants' recommendation that we admit no new doctoral students in Political Science and that only at some future date, and not earlier than the Fall of 1976, should we submit for a new appraisal of our doctoral programme. At this time, our department is firm in its intent to work seriously on the refashioning of our doctoral programme with a view to requesting this future appraisal.

We would note that over the past year there have been changes in the department which have an important bearing on many of the issues raised by the consultants. First, as the report notes, we were successful in attracting a distinguished scholar, Dr. Adam Bromke, to take up the position of Chairman of the department and he is providing already very effective leadership. Second, a major revision has been made of our M.A. programme with a view to restoring its prestige as a terminal degree by introducing into it greater academic rigour. Third, steps have already been taken with a view to improving our cooperative arrangements with the surrounding Universities of Brock, Guelph, Wilfred Laurier and Waterloo. McMaster University is prepared to cooperate wholeheartedly in the future development of these cooperative arrangements and this will possibly be a strong factor in the future restructuring of our Ph.D. programme.

C-19

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UNIVERSITY OF OTTAWA
550 CUMBERLAND STREET

CABINET DU RECTEUR

OFFICE OF THE RECTOR

March 15, 1974

Dr. M.A. Preston,
Executive Vice-Chairman,
Advisory Committee on Academic Planning,
Ontario Council on Graduate Studies,
Council of Ontario Universities,
130 St. George Street, Suite 8039,
TORONTO, Ontario. M5S 2T4

Dear Dr. Preston,

This is a reply to your request for the comments of the University of Ottawa on the A.C.A.P. report on Political Science.

I should like to state that we consider it to be one of the better A.C.A.P. reports which we have so far seen. It has been read and analysed with considerable interest and I am pleased to say that we are in general agreement with its recommendations.

After having carefully checked with the Head of the Department of Political Science, the Dean of the Faculty of Social Sciences and the Dean of Graduate Studies, I have to report to you that I have not been able to find "the difference of emphasis between the administration (whatever that means!) and the department" which the consultants "note, without offering advice" (p. A117). A word seems to have been deleted and the space left blank leaves me with the impression that an adjective was deleted in the last draft. I do not think the report is much stronger for not having deleted the whole sentence!

A concern has been expressed among our people that there appears to be the beginning of a trend away from requiring any knowledge of French at the graduate level for political scientists. This would be unfortunate, we feel, because it would deprive the candidates of a necessary tool to know and understand, among others, the Canadian political reality. A translation -- even when it exists -- is not quite the real thing!

.../2

In point of fact, if, during the past few years, we have given a particular emphasis to the programs in which the language of instruction is French and the staff and students are bilingual, it is only because we wanted to put to the best use our available resources. We would be happy to increase the number of courses taught in English in our Department of Political Science if this could be done without diminishing the quality of our existing program. The required revenues are just not available. And our sister-institutions are there! For historical and other reasons, however, the situation is quite different in other disciplines.

Yours sincerely,

Roger Guindon, O.M.I.,
Rector.

QUEEN'S UNIVERSITY

School of Graduate Studies and Research

QUEEN'S COMMENTS ON FINAL REPORT OF THE ACAP CONSULTANTS' REPORT ON POLITICAL SCIENCE

March 6, 1974

Queen's considers the report to be generally accurate and a worthwhile contribution to planning for the discipline for the decade ahead. The consultants' treatment of the manpower problem is believed to be judicious. Further, Queen's approves the consultants' emphasis that the M.A. degree be preserved "as a proper and honest degree in its own right" and the conception that a satisfactory doctoral program should offer a diversity of approaches requiring the student to show competence in a variety of ways.

The suggestion that there should be more intensive supervision of graduate programs and the gathering of appropriate data to identify shortcomings has been noted and action is being taken.

As might be anticipated the recommendation that "no additional restrictions be imposed upon the institution of new M.A. programs where a competent faculty, 'a critical student mass', the needed university administration support and other necessary resources are available" is not universally supported. Some among the university would ask whether or not there are already sufficient programs; however, others would insist that such a query is not relevant given the stated circumstances and other considerations.

There was disappointment that the consultants were unable to present a detailed evaluation of the provinces' library resources since a great deal of effort was directed to gathering the data.

The consultants' report contains an error in Table 13. In the entries for Queen's under Canadian Government the figures should show that there are 3 completed theses and 10 in progress; under Historical Normative Political Theory there are zero completed theses and 4 in progress. The totals are correct with 9 completed theses and 40 in progress.

In the acknowledgements of the important contributions to the Department by its successive heads there has been an unfortunate omission of the part played by the first Head, Professor J. E. Hodgetts.

R. McIntosh

R. McIntosh
Dean
School of Graduate Studies and Research

C-22

UNIVERSITY OF TORONTO
School of Graduate Studies

OFFICE OF THE DEAN
Toronto 5, Canada

March 13, 1974

Dr. M. A. Preston,
Executive Vice-Chairman,
Advisory Committee on Academic Planning,
Council of Ontario Universities,
Robarts Library,
130 St. George Street,
University of Toronto.

Dear Dr. Preston,

The Report of the Political Science Consultants to the Advisory Committee on Academic Planning takes a highly sensible and constructive approach to the graduate study of political science in Ontario. The consultants are to be congratulated for their sober and restrained perspective on manpower planning, their encouragement of high admission standards, and their rejection of governmental quotas. Likewise, the consultants' evident concern for the quality of graduate staff and programmes is to be applauded.

The University of Toronto's specific comments on the Report can be grouped under three headings, the first addressed to a lone general observation, the second covering the consultants' recommendations concerning political science in Ontario, and thirdly the consultants' specific recommendations to the University of Toronto.

1. General Observation

In their comments on the contemporary state of political science as a discipline, the consultants note that "by the early seventies normative and historical political theory seemed to be experiencing a revival, and the United States" (p. A8). We agree with this viewpoint, and not simply by predisposition; this opinion is in fact widely shared in the international political science community. In our Department of Political Economy, in both teaching and research, the post-behavioural era has found expression in a strong revival of studies in political economy and in new approaches to interdisciplinary collaboration in policy analysis. It is this context that we must express our major reservation about the consultants' approach. That the consultants felt that every department should exhibit some degree of strength in political behaviour and quantitative methods is evident from the specific recommendations they addressed to the University of Toronto. It appears, however, that a similar concern for strength in political theory is not evident in the Report as a whole. The consultants do note weaknesses in theory in at least four departments (see pp. A94, A110, A125, and A141). However, they address no specific recommendations on theory to any of these departments, and it is not clear from the consultants' descriptions of the departments whether they lack in political theory the "respectable nucleus" that elsewhere is recommended for Toronto in "quantitatively oriented" political science.

Is the case for developing at Toronto a respectable nucleus in the area of quantitative political science any stronger than the case for a respectable nucleus in political theory at other universities? The consultants give us the impression of answering this question in the affirmative, and we must beg to differ with them.

Original document has no page C-24.

> We recommend (a) that no new Ph.D. programmes be instituted in the province during the next five years; (b) that the present trend towards more rigid admission procedures and selectivity prior to and during the first year of graduate work be encouraged. In no instance should a system of governmental quotas in political science for each university be instituted; (c) that the weaker programmes in political science be regularly and rigidly reviewed by outside reviewers and any Ph.D. programmes not maintaining acceptable standards be discontinued; (d) that the door be opened for new types of Ph.D. programmes involving interdisciplinary relationships within individual universities and, in particular, consortium arrangements between universities.

Generally, we endorse this recommendation. With respect to part (c), we would not restrict the regular review recommended for "weaker programmes in political science" to such programmes. The review of all departments from time to time is surely beneficial if only for the impartial peer judgment that it injects into their development.

> We recommend that the M.A. degree should not only be retained, but also diversified and strengthened. Under present circumstances, it is only in terms of quality rather than numbers involved or other considerations that provincial encouragement of or restraint on existing M. A. programmes should be exercised. We recommend that no additional restrictions be imposed on the institution of new M.A. programmes where a competent faculty, a "critical student mass," the needed university administration support, and library and other necessary resources are available.

We are puzzled by the consultants' entire approach to the M.A. as summarized in the first sentence of this recommendation. The consultants' own Report surely offers ample testimony to the effect that the M.A. is already "diversified" in Ontario. As to the need for "strengthening" the M.A., our Department of Political Economy will take some convincing that this is the case with its own programme (see section III below).

> We recommend (a) that careful and immediate consideration be given to both the needs and expectations of governments, public enterprises, and business and industry in revisions of both the M.A. and Ph.D. curricula, examinations and thesis requirements by departments of political science; (b) that, in view of the comparative disadvantage under which political scientists function as compared to economists, sociologists and statisticians, the provision for an appropriate occupational or "group" listing,

> or vehicle for entry in the middle and upper level ranks of the federal service, be urged upon the responsible governmental authorities and particularly the federal Public Service Commission; (c) that the employment patterns and needs of provincial and local governments be more fully studied and exploited than at present; (d) and that more adequate and regularized counselling, than now exists in some departments, be provided graduate students after admission so that they may be appraised of the opportunities and problems involved in seeking alternative forms of employment.

We concur with this recommendation, subject to our earlier observation that parts (b) and (c) of the recommendation, which deal with aspects of the demand side of the manpower equation, be assigned to an appropriate working group, and with appropriate caveats. As to part (a) of the recommendation, we think our Department's sensitivity to the needs of non-academic employers is evident from its concern for the development of public policy courses, and for interaction with the discipline of economics generally.

> We recommend that the supervision of graduate programmes, especially when such programmes are large, be considered a major department responsibility, and that such supervision should include the assembling and updating of the data necessary to identify serious shortcomings in their operation.

The administrative supervision of graduate programmes is considered a major responsibility at Toronto but we recognize that this needs to be further supplemented by assembly and updating of data outside as well as inside the Department, notably in the School of Graduate Studies and the Graduate Placement Office.

III. Recommendations Concerning Political Science at Toronto

> We recommend the addition of a respectable nucleus of quantitatively oriented political scientists to the department.

Having made our general observation, we warmly accept this recommendation in principle. In so doing, we would note pointedly that the words used in this recommendation, "quantitatively oriented political scientists," are not synonymous with the term "political behaviour" as used in the text that precedes the formal recommendation. Our Department's own graduate offerings testify that its students now have opportunities to study political behaviour and we hope to enhance these opportunities, whether quantitatively oriented or otherwise. But the need to maintain its existing strengths, together with a realistic division of labour among departments in Ontario, argue against a situation where the Department should aspire to a doctoral programme with major strengths in behaviour. As to quantitative techniques, we take the view that their development should take account of the political economy tradition and indeed is intimately allied to the intended development of public policy offerings of the Department. Quantitative methods at Toronto should serve these needs as well as those associated with a slate of offerings in political behaviour appropriate to the Department's main orientation.

> (We recommend) an internal re-examination of the Ph.D. programme in terms of its requirements, its adequacy as training for the discipline, its completion rates, and its contribution to faculty student academic interaction.

The Department and the University welcome this recommendation as much for its content as for its timeliness. The Ph.D. programme, as presently organized, dates from 1968 and has yielded sufficient experience to be ripe for re-examination. In approaching this internal re-examination, the reservations of the consultants, many of which are shared by various members of the Department, will be weighed most carefully. At the same time, due account will be taken of the possibly desirable injection of diversity which a properly tailored research degree can bring to Ontario and indeed to North America.

> (We recommend) a more comprehensive administrative oversight of the Ph.D. programme in order to facilitate feedback on its operation.

Ph.D. However, we are puzzled by the consultants' view of the M.A. degree, not least in the light of our Department's experience, which includes precisely the high completion rates to which the consultants urge that all M.A. programmes aspire. Several other points come readily to mind. First, the consultants' seeming endorsement of a greater research component in the M.A. cannot automatically be reconciled with its questioning of the Toronto research Ph.D. While we agree that the M.A. should not be considered a mere stepping stone to the Ph.D., at the same time Ph.D. course work superimposed on research M.A.'s may leave the Ph.D. with no more substantive training than would be the case if this had been given at the M.A. level. Secondly, student enrolment patterns at Toronto plainly contradict the assertion that the M.A. is a way station to the doctorate, at least at this University. In each of the last two years, which are representative, no more than one-third of those receiving the Toronto M.A. entered a Toronto Ph.D. programme. Thirdly, not only do a number of Toronto M.A.'s find employment in government, but staff members who are active in finding them positions in the public service lean on balance toward a four-course sequence as the best preparation for such positions. The Toronto course offerings are such moreover, that no student can avoid a minimum of one or even two seminars that provide a substantial research experience. The breadth of background generated by four courses must be carefully weighed against the merits of narrower specialization. Such breadth is to be desired no less for the educational experience it imparts than for its attractiveness to employers.

None of the above should be construed as an unwillingness to endorse a wide diversity among M.A. programmes in Ontario. Such diversity is to be welcomed. We believe, however, that course-work M.A.'s have a legitimate

The question of more comprehensive administrative supervision is closely linked to a review of the Ph.D. programme, not least in that there exists a substantial grey area where administrative and academic supervision blend. Our Department will continue to build on steps already taken to strengthen administrative supervision while assigning considerable weight to its view, expressed in the consultants' words, "that (Ph.D.) students are mature, self-directing adults capable of finding their own way through the labyrinths of the discipline and the department" (p. A74).

> (We recommend) the encouragement of the recent initiatives in public policy courses with economists.

We should note that, in addition to the existing joint offerings in public policy and in the political economy of development, the Department will probably add a new joint offering in health economics and administration. These departmental offerings are also fully consistent with the consultants' general recommendation that interdisciplinary relationships be fostered (see section II above).

> (We recommend) the retention of the joint department of Political Economy, subject to further study within the university and the department of the continuing advantages and disadvantages of such an arrangement.

As was observed in the response to the Report of the Economics consultants, the retention or otherwise of Political Economy as a joint Department is regularly re-examined at the close of a Chairman's term.

> (We recommend) that the M.A. programme and degree be re-evaluated to accord it an autonomous existence as an important graduate degree, even if terminal, in its own right.

Re-evaluation of the Department's M.A. programme is a recommendation that we wish to take under advisement, pending the internal examination of the place within a heterogeneous province-wide pattern, and that such degree programmes need not be and, at Toronto, have not been mere stepping stones to the Ph.D.

Yours sincerely,

A. E. Safarian

A. E. Safarian
Dean

AES/pjh

Response of the University of Waterloo to the Report of the Political Science Consultants to the Advisory Committee on Academic Planning

Submitted to ACAP, March 8, 1974

The report of the Political Science Consultants is one of the better reports of the current series of ACAP planning assessments. While we do not intend to comment in detail on those sections of the report which are concerned with programmes at other universities, we have the general impression that, while the consultants have been critical in their assessment of the various programmes in the province, their criticism has been generally constructive and the report will be helpful to the universities in planning the development of graduate work in Political Science.

General Comments:

The consultants make a number of general recommendations with which we are in agreement. Perhaps the most important of these is that there should be a greater recognition of the Ph.D. in Political Science as an occupation in so far as positions in the Federal and Provincial Civil Service are concerned. At the same time we support the consultants' view that the universities should broaden their concept of the advanced degrees to take into consideration the needs of government agencies and to provide the kind of training and education which will enable graduates to move into these positions more effectively. If this is not done and if academic careers continue to provide the only future for Ph.D. graduates in Political Science, the situation looks bleak indeed. We believe that steps must be taken immediately to implement these recommendations.

. . . . /2

We also support the consultants recommendation that the MA degree should be strengthened. We believe that even in those institutions which offer the Doctorate degree, the Masters degree can retain a meaningful identity of its own. The University of Waterloo does not offer a course work only Masters degree in any discipline. A thesis option is available in all fields in which the degree is offered and in most fields a second option is available which requires the student to complete a major project or write a cognate essay in addition to completing a minimum number of courses.

Specific Comments:

In the section of the report devoted to the programme at the University of Waterloo, the consultants make a number of observations which we should like to comment upon. The consultants state that the department at Waterloo has had a history of frequent changes in its administration and of internal disruption. We believe that this statement may be somewhat misleading. Indeed, in one period, 1969/70, the department did have a greater than normal turnover in the Chairmanship. Apart from this one period, however, the Chairmanship has followed the normal pattern of three year term appointments which is in effect at this university, a pattern which, incidentally, the consultants themselves feel is desirable. The internal disruptions which the consultants refer to also stemmed from that one period of time. The recent history of the department has been one of much greater stability. The three resignations which occured in 1972/73, to which the consultants refer, were not part of a disruptive pattern. Two of the people who resigned were relatively junior men who played very little role in the graduate programme of the department. The third resignation was that of a senior person and this resignation did arise as a long term consequence of the earlier troubles. As a result of these resignations, however, the department is now in a position to make new appointments of people who will make a greater contribution to the development of the graduate programme. Two junior appointments of promising young faculty have already been made. In short, all of the evidence points to the fact that the department has already entered a period of stability and the University is confident that this will continue. The University intends to review this programme in future to ensure that it develops along the lines that had been anticipated when the programme was instituted.

The consultants also refer to the fact that several of the graduate courses have had enrolments below the level necessary for effective course or seminar work. An analysis of the actual enrolment in the graduate seminars offered by the department since 1968/69 shows that of a total of sixteen such courses, only four had enrolments of less than five students. Ten of the sixteen seminars offered had enrolments of seven or more. This problem does not seem to us to be as serious as the consultants imply.

The consultants also refer to attempts to give courses to which both graduate and undergraduate students were admitted. As the consultants point out, this was not a success and this practice has now been discontinued.

The consultants suggest that the "completion rate" has not been adequate and suggest that this should be a matter of departmental concern. The department has carried out an analysis of the length of time taken by students to complete the programme and of the number of students who have withdrawn from the programme since its inception. The number of students taking longer than two years to complete the Masters degree does not appear to be excessive. It should be born in mind here, of course, that Waterloo's Masters programme in Political Science has been until this year a Thesis programme which always takes a longer time to complete than a non-thesis programme. The number of students who have withdrawn from the programme since its inception is rather larger than would be desirable. Most of the withdrawals, however, occurred in the early years of the programme and may have resulted from insufficient care in scrutinizing admissions when the programme first started. Now that the programme is becoming more established, the withdrawal rate appears to be considerably reduced. This has been achieved, moreover, without any slackening of requirements and standards.

The consultants also refer in their general assessment of the department to the fact that four members of the faculty have Ph.D's pending and that five had published little or nothing for some time. Of the four pending Ph.D's, we expect that three will have received the degree by the fall of 1974. Of the five faculty members who have published little, only two are senior people who might be expected to provide strong support for the graduate programme. The other three are relatively junior people whose career in research and publication has just begun. We expect the publication and research record of these junior people to be considerably stronger in a few years time.

Comments on Recommendations:

The consultants make three recommendations with respect to the programme at the University of Waterloo. With respect to recommendation 1, the University undertakes to ensure that the level of full-time student enrolment is consistent with departmental capacities. We would only comment that we expect this capacity to grow to the University's planned level of enrolment as new appointments are made and as the experience and productivity of junior faculty comes to fruition.

Recommendation 2 suggests that this University, Wilfrid Laurier and the University of Guelph should make a renewed attempt to establish co-operative relationships with each other. The University of Waterloo already has a close working relationship with Wilfrid Laurier University in all aspects of its programmes. A joint Council of the two universities oversees arrangements for the exchange of students and the sharing of resourses. We expect these arrangements to continue and, of course, the Political Science Department will continue to participate in them. With respect to Guelph, closer relationships are developing between a number of departments in the two universities. Where such arrangements can strengthen the programmes involved they will be developed and we expect to continue to explore such possibilities.

Recommendation 3 suggests that research interest and publication needs strengthening in the department. The University agrees with this recommendation and intends to pay particular attention to research interest and publication in new appointments to this department.

Respectfully submitted,

L.A.K. Watt

L. A. K. WATT
DEAN OF GRADUATE STUDIES

University of Western Ontario

Response to the A.C.A.P. Consultants' Report on the Discipline of Political Science

March 1974.

As in the case of other Consultants' Reports, the response of this University to the Consultants' Report on Political Science is the result of the deliberations of a Special Senate Committee.

The Committee would like to commend the Consultants for what is, on the whole, a lucid, detailed report in which the Consultants have approached such crucial topics as the projection of manpower need and supply in a cautious manner making what we feel to be appropriate qualifications and reservations about the reliability of the data supplied (see pp. A26 - A28 of Consultants' Report).

The Committee would like to respond to the report in two ways. First, we wish to examine the general conclusions reached about (1) manpower projections (expressly in the doctoral area) and (2) the criteria that the Consultants apparently assumed as a basis for their assessment of the relative quality or strength of the various Political Science programs in the Province. Second, in the light of this examination, we wish to comment on the specific recommendations made concerning the discipline at the University of Western Ontario.

I. An Examination of the General Conclusions Concerning Manpower Projections and the Relative Quality of Programs in the Province

The Committee feels that, in spite of the disclaimers and reservations made by the Consultants in their report (see pp. A26 - A28), they have perhaps relied somewhat too heavily on the admittedly tentative data supplied to them. The discussion of the data and the models assumed by the Consultants (pp. A35 - A4 may be the most reliable approach to the problem of manpower needs. In our opinion, the admitted unreliability of the data makes any attempt to parcel out fields or to reduce the actual number of programs on the basis of these models somewhat suspect. The same problem arises when the Consultants seem to base their assessment of relative quality and strength of programs on such numerical data as the number of faculty and students in specific areas (see Table 12(a), p. A54; Table 13(a), p. A58; Table 18(a), p. A65; and Table 21(a), p. A67).

This last observation calls for elaboration. The Committee gained the impression that the Consultants' assessment of the quality of doctoral programs in particular may have been based too much on quantitative judgements concerning number of faculty and students involved in a field and the number of courses offered in that field. Without wishing to be tendentious on so controversial a topic, the Committee would simply indicate that these criteria are more usually associated with the American conception of doctoral programs than with the traditional British or continental practice which our Department of Political Science sincerely believes to be the more satisfactory approach to what is essentially a research degree (this is evidenced at Western by admissions and course requirements of the Ph.D. program). It should always be remembered that exclusion of a cognate specialty from a doctoral program is likely to weaken the entire academic thrust of the program.

With these comments in mind concerning the general approach and assumptions of the Consultants, we wish to turn our attention to the specific recommendations of the Consultants with respect to the Department at the University of Western Ontario.

II. Specific Recommendations of the Consultants concerning the University of Western Ontario (see p. A112 of the Consultants' Report)

A. Recommendation 1. While we find the spirit of this recommendation acceptable, an examination and slight modification of the data in Tables 4(a), p. A21 and 6(a), p. A23 give Western a more favourable completion rate in comparison with other universities. The figure for M.A. Degrees at Western for 1968-69 to 1972-73 should read 32 instead of 28 which gives Western a much higher completion rate for M.A. by thesis. We would also like to point out that the figure of 30 full-time students in the M.A. program at Western for 1972-73 (Table 6(a), p. A23) includes 6 students in the Qualifying Year as well as 1 student in the two-year program. Thus, these figures indicate a much higher completion rate for Western than assumed by the Consultants. However, we agree that the completion rate for the M.A. degree can still be improved and steps have already been taken to achieve this objective.

B. Recommendation 2. In light of the general comments made in (I) on the approach of the Consultants, it would be surprising if this University were fully convinced that Western should withdraw from the fields of Political Theory and Canadian Politics. As stated above, we feel that the recommendation to eliminate these two fields is largely based on the numerical argument concerning number of faculty, students enrolled and courses offered. This approach distorts the actual situation at Western where our Department has followed the deliberate practice of refusing admission to all but a few of the most highly qualified students as doctoral candidates in these fields. Therefore, if one cares to consider the alternative conception of doctoral studies deliberately followed by our Department, the numerical data are not persuasive. The Consultants, themselves, have singled out such faculty members as Professor Noel in the field of Canadian Politics and Professor Barnard in the field of Political

Theory as productive and highly qualified scholars. Therefore, if the Consultants' general recommendations concerning the elimination of these two fields are allowed to stand, this University would like to suggest the following steps which may partially alleviate what we would consider to be a serious weakening of our entire doctoral program. If some provision cannot be made to allow scholars competent in these two fields to supervise our own doctoral candidates, we support the proposal made elsewhere in the Report that specified members of the Department participate in the day-to-day supervision of doctoral candidates enrolled in other universities.

C. Recommendation 3. We of course concur that Western should develop the field of Urban and Regional Government and plans are already in hand to expand this activity.

D. Recommendation 4. We are in agreement that, if our privileges are to be curtailed, that some route should be kept open to re-establish our lost activities.

E. Recommendation 5. The University finds this suggestion acceptable and negotiations for the appointment of at least two such specialized scholars are virtually complete. It may be pointed out that the Department already has access to the Social Science Computing Centre which is assisting all Social Science departments in the use of this quantitative tool for research.

F. Recommendation 6. The University, of course, accepts this recommendation and efforts are being made to stabilize the administration of Graduate Studies and to support our productive scholars.

The Director: Graduate Studies and Research

Wilfrid Laurier University

Waterloo, Ontario, Canada N2L 3C5. Telephone (519) 884 1970

April 4, 1974

Dr. M.A. Preston
Executive Vice-Chairman
Council of Ontario Universities
Advisory Committee on Academic Planning
Ontario Council on Graduate Studies
130 St. George Street, Suite 8039
Toronto, Ontario
M5S 2T4

Dear Dr. Preston:

The recent report of the Political Science Consultants could well serve as a model for subsequent discipline assessments. The gentlemen who visited the campuses have made significant assessments and provided useful comments. In general, we are impressed with the quality of the report.

This university, as stated in earlier submissions, is planning to implement plans for departmental development and to promote general scholarly improvement as suggested in the report's recommendations. We are also planning to continue our practice of cooperating with Political Science departments at neighboring universities.

We accept the report as a fair evaluation of the problems of small departments and the general state of the discipline in Ontario.

Cordially yours

Dr. N.E. Wagner, Director
Graduate Studies & Research

NEW:as

C-40

UNIVERSITY OF WINDSOR
WINDSOR, ONTARIO N9B 3P4
TELEPHONE: AREA CODE 519
253-4232

Graduate Studies

March 11, 1974

Dr. M.A. Preston
Executive Vice-Chairman
Advisory Committee on Academic Planning
Council of Ontario Universities
130 St. George Street
Suite 8039
Toronto, Ontario
M5S 2T4

Dear Dr. Preston:

The University of Windsor Response to the
ACAP Report on Political Science

While we find what appears to be some flaws and inconsistencies in the Report, on the whole it is a good piece of work. We are, naturally, pleased by the reference to the "existing strong M.A. degree" offered at the University of Windsor and we accept the recommendations. We intend to implement the general recommendations and to remedy such deficiencies as are alluded to in the report but not stressed in the general recommendations.

Yours sincerely,

CP Crowley

C.P. Crowley, Ph.D.,
Dean of Graduate Studies

CPC:mp

YORK UNIVERSITY
4700 KEELE STREET,
DOWNSVIEW, ONTARIO, CANADA

FACULTY OF GRADUATE STUDIES
OFFICE OF THE DEAN

19 March 1974.

Dr. M.A. Preston,
Executive Vice-Chairman, ACAP,
Council Of Ontario Universities,
130 St. George Street,
Suite 8039,
Toronto, Ontario M5S 2T4.

Dear Dr. Preston,

This letter will constitute the York University response to the ACAP final report on the Political Science assessment. I must apologize for the fact that this comment is now eleven days late.

Needless to say, we are most satisfied with the report's assessment of the York programme. Our comments are therefore few, and in the main merely present new information:

a) We note that the only major criticism of our programme in this report is a statement on p. A81 regarding the area of International Relations. The University has now approved a senior appointment in that area and active recruitment is currently underway.

b) Note has been taken of the report's remarks about the enrolment numbers. During the last two years the applications from students of appropriate calibre have increased significantly. The programme plans to increase enrolment this year to a level in line with the projections made in the original Appraisals submission in 1967. In view of the recognized strength and depth of the York department, we shall consider revising upward our intake of graduate students over the next five years, should ACAP consider this desirable.

c) In relation to the discussion on p. A152 of the report, it is the intention of the University to make the programme requirements somewhat more stringent, the four course option being critically re-examined. The remaining alternatives will receive greater emphasis, depending on whether or not the candidates are envisaged as proceeding to the doctoral programme. The terminal MA candidate would take the first option of two courses and a thesis, while potential doctoral candidates would be encouraged to take the option of three courses and a research paper.

. . . 2 cont'd

d) The University will certainly take note of the second recommendation, although we are somewhat surprised that a complementary recommendation was not made for the University of Toronto. The possibility of collaboration will be happily explored.

Yours sincerely,

Graham Reed

Dr. Graham F. Reed,
Dean, Faculty of
Graduate Studies.

GR/dm

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APPENDIX D

PROCEDURE OF PLANNING STUDY AND TERMS OF REFERENCE

Procedure for Political Science Planning Assessment

February 15, 1973

The planning assessment will cover the divisions of study shown as Appendix A.

A. Tasks Requested from Discipline Group (with help available from ACAP at all stages)

A.1. Suggest suitable consultants. This also will be a matter for discussion with ACAP. (List submitted November, 1972).

A.2. Examine and comment on pro formae to be used for the gathering of information on current, past and future programmes as described in paragraph B.1.

A.3. Examine and comment on the adequacy of the data on current and past strength.

A.4. Both in consultation with ACAP and separately, consider the situation revealed by the tabulation of proposed future programmes and consider whether future plans should be modified or developed in more detail. As a result of this step, individual universities may wish to revise the material described in B.1.d. below.

A.5. Possibly develop a tentative plan for development of established or new graduate work in these aspects of political science in Ontario, based on the evaluation of prospects and plans for the departments collaborative arrangements and paying attention to adequate coverage of the divisions of the discipline. Any such plans will be reported to ACAP which will transmit them to the consultants.

B. Information from Universities

B.1. Each university is asked to supply to ACAP, in the form indicated by ACAP after comment by the discipline group (paragraph A.3) information as follows:

(a) for each division (See Appendix)

(i) current list of faculty members (for part-time members show the time spent on university duties); FORM 1

(ii) numbers of full-time and part-time faculty members for each of the past five years; FORM 3

(iii) for the current year and preceding four years, number of completed doctoral dissertations, for the current year number of full-time and part-time doctoral students whose theses is identified. FORM 3

Under these three headings one individual may appear under more than one category.

(b) for each "department"

(i) Curricula Vitarum of all faculty members (Assistant Professor and higher) now engaged in graduate work or soon expected to be and showing inter alia complete publication lists, research and consulting funding in the past five years when relevant to his academic work and students supervised during his career. (Major supervisor: completed and in progress shown separately); FORM 2

(ii) resources of space - a statement indicating the department's view of the adequacy of its space and, in connection with the future plans in (d) below, discussing future space provision; WRITTEN STATEMENT

(iii) undergraduate base; honours students, number of qualifying or make-up year students, etc.; FORM 4

(iv) support from related departments including shared teaching and research in the divisions covered by this assessment; WRITTEN STATEMENT

(v) extent of major laboratory facilities and equipment in the divisions covered by this assessment; FORM 5

(vi) library resources: analysis of holdings and budget; FORM TO BE SUPPLIED

(vii) other general items relevant to research and graduate study, e.g. computing facilities;

(viii) description of any inter-university arrangements for graduate work. WRITTEN STATEMENT

(c) table of characteristics of graduate students in the departments

(i) F.T. and P.T.; FORM 6a

(ii) immigration status (3 years) and country of first degree; FORM 6a

(iii) sources of financial support; FORM 7

(iv) drop-out number; FORM 6b

(v) degrees granted; FORM 6c

(vi) post graduate employment of Ph.D.'s (a) immediate and (b) current employment; FORM 8

(vii) post graduate employment of ABD's (a) immediate and (b) current. FORM 9

(d) proposed plans for the future, in as much detail as the department can provide, including the proposed scheme for support of these plans, and accompanied by supporting arguments, including consideration of the sources of graduate students and an analysis of demand for graduates from the programmes. The various headings in (a) and (b) above should be dealt with quantitatively where possible; as a minimum, planned numbers of faculty and graduate students should be given for the next five years.

B.2. The material so supplied will be collated by ACAP and transmitted to the discipline group for action indicated in paragraphs A.3., A.4. and A.5.

B.3. Apart from the material described in B.1.d and to some extent generated at the department level, each interested university will be requested to make an individual statement on its plans for the development of political science, in particular the items of future commitment implied by item B.1.d. Deadline dates for parts A and B will be established by ACAP.

C. Terms of Reference of Consultants

C.1. The consultants shall consider the materials prepared by the discipline group and the universities, and obtain other data they may require to carry out the tasks detailed below. They may obtain data and views from any relevant source, such as, for example, employers of holders of graduate degrees, professional and learned societies, federal and provincial agencies.

C.2. They shall meet as often as necessary with the consultants for the Business Administration & Management Science Planning Assessment concerning teaching and research in public administration, which is included in the ambit of both discipline groups.

C.3. At least two consultants shall visit each university and shall do so in consultation with ACAP to ensure uniformity.

C.4. They shall meet with the discipline group near the beginning of the work, during the work as they consider necessary, or at the request of the discipline group, and immediately before preparing their final report.

C.5. They shall report on the adequacy of the present state of graduate work in political science in the province in general and in each university, discussing the following:

- (a) coverage of fields and sub-fields of the discipline and extent of activity of each;
- (b) faculty quality and quantity;
- (c) programmes offered;
- (d) graduate enrolment size and distribution amongst universities;
- (e) quality of student body; admission standards; programme requirements; financial assistance offered; teaching and other responsibilities of graduate students;
- (f) relationship to related disciplines;
- (g) adequacy of library and other support facilities;
- (h) inter-university cooperation in the discipline;
- (i) other matters considered by the consultants to be significant.

C.6. They shall make recommendations for the development of graduate work in political science in Ontario between 1974 and 1984, but in more detail for 1974 through 1979, and, without limiting the generality of the foregoing, deal with the following points:

- (a) desirable programmes to be offered in the province, considering both possible limitations or reductions of existing programmes and the creation of new programmes and new kinds of programmes including the appropriateness of part-time programmes. In particular, consider any new areas of political science in which graduate work should be developed, including applied and interdisciplinary work.
- (b) desirable provincial enrolments, year by year, at the various levels of graduate study. In so doing, they shall direct attention to the employment opportunities open, and likely to be open during the periods under review, to graduates in political science. Research of forecasts of high level manpower employment should be treated with due caution and only in a clearly balanced relationship with other factors which induce students to undertake graduate work.
- (c) distribution amongst the universities of responsibility for programmes and for fields and sub-fields where appropriate, including consideration of the need for any increase or decrease in the number of departments offering doctoral work and including consideration of areas of collaboration and sharing of facilities at regional

(d) distribution of enrolment amongst the universities, showing desirable ranges of enrolment.

(e) desirable extent of involvement with related disciplines.

The consultants shall make clear the rationale for their recommendations, and are asked to comment on the advantages and disadvantages of various techniques by which these recommendations may be brought into effect.

NOTE:

It is permissible for consultants to recommend appraisals of individual programmes. This would arise if consultants were to suspect that a programme would be found to be wholly or in part below minimum acceptable standards; an appraisal by the Appraisals Committee is the means of settling the question. It is recognized that this action would be infrequent. Perhaps more likely, in planning assessments in some disciplines, consultants may find an excess of programmes in the same area of study, all of which could pass an appraisal; they would then have to make their own judgements of relative quality (a task outside the terms of reference of the Appraisals Committee), and guided by this judgement and other factors, the ACAP consultants would have to recommend where enrolment should be curtailed or eliminated.

D. Appointment of Consultants

The consultants shall include one person of wide academic experience in Canada but in a different discipline. The other two consultants shall be political scientists of international standing with suitable administrative or consulting experience.

E. Report of Consultants

The consultants submit a joint report to ACAP. Minority reports are, of course, possible. The reasoning leading to their recommendations should be given fully, in view of the subsequent treatment of the report. The report is submitted for comment to the discipline group and to each interested university. There may be informal or interim exchanges of views amongst the discipline group, the universities, and ACAP. Any university which wishes to make a formal statement on the consultants' report shall submit it to ACAP. Any such report shall be transmitted to the discipline group. The discipline group shall submit its formal comments and/or recommendations to ACAP. ACAP considers the discipline group and university statements along with the consultants' report and transmits them to COU with its recommendations of the position COU should adopt. Copies of the material transmitted to COU will be supplied to OCGS, to the Council of Deans of Arts and Science, and to the members of the discipline group and to the interested universities. The consultants' report may be published together with the comments of the discipline group, those of any university so requesting, and with the position adopted by COU.

APPENDIX A

LIST OF MAJOR DIVISIONS

1. Canadian Government and Politics
2. Comparative Government and Politics
3. Political Process and Behaviour
4. Political Theory
   - A. Historical, Normative
   - B. Empirical
5. International Relations
6. Public Administration/Policy
7. Methodology
8. Urban, Regional, Local Government and Politics

APPENDIX E

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DISCIPLINE GROUP MEMBERSHIP

APPENDIX E

DISCIPLINE GROUP MEMBERSHIP

Brock - Professor W.H.N. Hull

Carleton - Professor K.D. McRae January - June 1973
Professor D.G. Anglin*

Guelph - Dr. F. Vaughan

Lakehead - Professor G.F. Engholm

Laurentian - Mr. K. Sinclair

McMaster - Professor S.J. Frankel until October 1973
Professor M.N. Goldstein

Ottawa - Dr. A. Axline

Queen's - Professor J. Grove until July 1973
Dr. J.A.A. Lovink

Toronto - Professor C.B. Macpherson until June 1972
Professor D.V. Smiley

Trent - Dr. D. Cameron

Waterloo - Professor T.H. Qualter until August 1973
Mr. J.M. Wilson

Western Ontario - Dr. B.B. Kymlicka

Wilfrid Laurier - Professor J. Redekop

Windsor - Professor W.L. White

York - Dr. D. Bell

* Chairman

APPENDIX F

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ROLES OF ACAP AND OF DISCIPLINE GROUPS

Ontario Council on Graduate Studies

By-Law No. 3

A By-Law to establish a Committee on the Academic Planning of Graduate Studies.

1. The Ontario Council on Graduate Studies, recognizing the importance of providing for the continued and orderly development of graduate studies in the Ontario universities, establishes a Standing Committee to be known as the Advisory Committee on Academic Planning (abbreviation - ACAP).

Interpretation

2. In this By-Law,

   (a) "Committee" without further specification, means the Advisory Committee on Academic Planning;

   (b) "Council" or OCGS means the Ontario Council on Graduate Studies;

   (c) "Committee of Presidents" or CPUO means the Committee of Presidents of Universities of Ontario;

   (d) "university" means a provincially assisted university in Ontario;

   (e) "discipline" means any branch or combination of branches of learning so designated;

   (f) "discipline group" means a body designated as such by the Committee of Presidents of the Universities of Ontario, and normally consisting, for any one discipline, of one representative from each of the interested universities;

   (g) "planning assessment" means a formal review of current and projected graduate programmes within a discipline or a group of disciplines;

   (h) "programme" signifies all aspects of a particular graduate undertaking;

   (i) "rationalization" means the arranging of graduate programmes in order to avoid undesirable duplication, eliminate waste, and enhance and sustain quality.

Membership

3. (a) The Committee shall consist of at least seven members of the professoriate in Ontario universities, some of whom shall be members of the Council.

   (b) The members of the Committee shall serve for such periods of time as the Council may determine, and they shall be selected in such manner as may provide for reasonable balance both of academic disciplines and of universitie

   (c) The members of the Committee shall be appointed as individuals.

Chairman

4. The Chairman of the Committee shall be named by the Council, and he shall have one vote.

Quorum

5. A majority of all members of the Committee shall constitute a quorum.

Functions

6. The functions of the committee shall be

   (a) To advise OCGS on steps to be taken to implement effective provincial planning of graduate development;

   (b) To promote the rationalization of graduate studies within the universities, in cooperation with the discipline groups;

   (c) To recommend, through OCGS, to CPUO the carrying out of planning assessments of disciplines or groups of disciplines and to recommend suitable arrangements and procedures for each assessment;

   (d) To supervise the conduct of each planning assessment approved by CPUO;

   (e) To respond to requests by CPUO to have a discipline assessment conducted by proposing suitable arrangements;

   (f) To submit to CPUO the reports of the assessments together with any recommendations which the committee wishes to make. A copy of the report shall be sent to Council.

Jurisdiction

7. In order that the Committee may discharge the functions described in Section 6 above, it shall be authorized

(a) to request a university to provide such information pertaining to graduate studies as may enable the Committee to discharge its functions;

(b) to request a discipline group to provide such information as may enable the Committee to discharge its functions;

(c) to receive reports from the universities and from the discipline groups, and to comment and communicate with the universities and the discipline groups concerning such reports;

(d) to convene a meeting of any discipline group for the purpose of discussing the development to date, and proposals for the future development of graduate studies in the discipline concerned;

(e) to send one or more representatives to a meeting of a discipline group at the invitation of the discipline group;

(f) to make such suggestions to a discipline group as may be deemed appropriate to the functions of the Committee;

(g) to supervise the conduct of planning assessments, and to report thereon to the Committee of Presidents of Universities of Ontario;

(h) generally to report and to make recommendations to the Council;

(i) to seek and receive advice from appropriate experts;

(j) to employ consultants in connection with planning assessments.

Procedures

8. The procedure to be followed by the Committee shall be as approved by the Committee of Presidents of the University of Ontario.

9. The Committee's function is solely advisory.

Effective Date

10. This By-Law shall take effect January 1971.

F-4

ACAP DISCIPLINE GROUPS AND THEIR ROLES

1. Establishment of a Group

a. When it is considered desirable to activate planning of graduate work in some discipline(s) or interdisciplinary area, COU, on the advice of OCGS, will authorize the establishment of an ACAP discipline group, if it was not already approved and included in the May, 1968 list. If it is already authorized, ACAP may decide to se it up as described in paragraph b.

b. The Executive Vice-Chairman of ACAP will then invite the executive head of each university (including Waterloo Lutheran University) either to nominate a member of the discipline group or to indicate that his university has no plans for graduate study in this discipline in the next five years or so. If a university can state no plans for future graduate work in the subject, but feels that a watching brief is desirable, it may appoint an observer to the group.

c. Changes of a university's representative are to be notified by the executive head.

d. The group shall select its own chairman.

2. Meetings

a. A discipline group may meet at the call of its chairman or in accord with its own arrangements.

b. A discipline group may be called to meet by the Executive Vice-Chairman acting for ACAP.

3. Responsibilities

a. The group is to keep under review the plans for graduate work in its discipline in Ontario, including new developments and trends in the discipline, and to make reports to ACAP on a regular basis.

b. The group may make recommendations to ACAP in connection with graduate work in its discipline when it considers it appropriate.

c. ACAP will assist the group in obtaining information and data, as mutually agreed.

d. When COU has instructed ACAP to conduct a planning assessment, the discipline group will assist and advise ACAP in determining procedures and terms of reference, will report as requested and will generally facilitate the assessment.

Approved by OCGS March 22, 1973
and by COU April 6, 1973.

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APPENDIX G

CURRICULA VITARUM OF THE CONSULTANTS

ALAN C. CAIRNS

Born Galt, Ontario, March 2, 1930

B.A., University of Toronto, 1953
M.A., University of Toronto, 1957
Ph.D., University of Oxford, 1963

University of British Columbia, Department of Political Science, Instructor to Professor, 1960- , Chairman, 1973-
Memorial University, Visiting Professor, 1970-71

Canadian Political Science Association, Vice-President, 1969-70

Publications:

Prelude to Imperialism: British Reactions to Central African Society, 1840-1489, 1965
Contemporary Indians of Canada: Economic Political and Educational Needs and Policies, co-author, ed. H.B. Hawthorn, 1967

Address: Department of Political Science
University of British Columbia
Vancouver, British Columbia
V6T W15

R. TAYLOR COLE

Born Bald Prairie, Texas, September 3, 1905

B.A., University of Texas, 1925
M.A., University of Texas, 1927
Ph.D., Harvard University, 1936

Louisiana State University, 1926-29 and 1931-33, Instructor, Assistant Professor
Harvard University, Instructor, 1930-31 and 1934-35, Ford Research Professor, 1965
Duke University, 1935- , Assistant Professor, 1935-37, Associate Professor, 1937-45, Professor, 1945-53, James B. Duke Professor, 1953- , Provost, 1960-69, James B. Duke Research Professor, 1969

Medal of Freedom, 1945
Guggenheim Fellowship, 1946-47
Fulbright Research Fellowship, 1952-53
American Academy of Arts and Science, 1965

Chairman, Committee on Commonwealth Studies, Duke University, 1955-60
Member, Council of Ahmadu Bello University, Nigeria, 1964-
Member, Social Science Research Council, 1952-58
Member, Committee on Comparative Politics, Social Science Research Council, 1955-69
Member, Africa (later Overseas) Liaison Committee, American Council on Education, 1964-70
Member at Large, National Research Council, 1967-69
President, Southern Political Science Association, 1951-52
Rapporteur, International Political Science Association (Paris), 1953
President, American Political Science Association, 1958-59

Editor, Journal of Politics, 1945-49
Editor, American Political Science Review, 1950-53
Member, Editorial Boards of South Atlantic Quarterly and Journal of Commonwealth Political Studies

Publications:

The Recognition of the United States since 1901, 1928
Responsible Bureaucracy (co-author), 1933
Government in Wartime Europe and Japan (co-editor and co-author), 1942
The Canadian Bureaucracy, 1949
European Political Systems (editor and co-author), 1961
The Nigerian Political Scene (co-editor and co-author), 1962

and author of numerous journal articles and sections of books

Address: James B. Duke Professor of Political Science
Department of Political Science
Duke University
Durham
North Carolina 27706

PETER B. WAITE

Born Toronto, Ontario, July 12, 1922

B.A., University of British Columbia, 1948
M.A., University of British Columbia, 1950
Ph.D., University of Toronto, 1954

Dalhousie University, 1951- , Lecturer, 1951-55, Assistant Professor, 1955-60, Associate Professor, 1960-61, Head of Department of History, 1960-68, Professor, 1961-

Member, Canadian Historical Association, President 1968-69
Member, Humanities Research Council, Chairman, 1968-70
Member, Historical Sites & Monuments Board of Canada

Publications:

The Life and Times of Confederation, 1864-1867, 1962
The Confederation Debates in the Province of Canada, 1865, 1963
Pre-Confederation, volume II Canadian Historical Documents, 1965
Canada 1874-1896: Arduous Destiny, volume 13 Canadian Centenary Series, 1971
Confederation, 1854-1867, 1972

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APPENDIX H

AN APPROACH TO ESTIMATING FACULTY REQUIREMENTS

K. Armstrong

This paper is referred to on pages A-35 and A-166.
The figures and tables are to be found on pages A-167 to A-174.

An Approach to Estimating Faculty Requirements: The Example of Political Science

This approach to estimating faculty demand can be applied to any discipline: political science will serve only as an example. An estimate of the number of faculty required in political science in the future is based on a number of variables - both measurable and not. This paper is an attempt to identify and quantify as many of these variables as possible in order to present reasonable estimates of the demand in Canadian universities for PhDs in political science.

A forecast of the number of university faculty required in the future is dependent upon:

1) Pool of People as Potential Students

The basic demographic trends relating to the size of the age group from which most university students are drawn sets the limit for the size of the potential university population. The majority of university students have continued their education immediately after high school and thus fall within the 18-24 age group. However, with the shift towards more part-time or "continuing" education, this relevent age group may also shift. This shift will likely be very gradual and it seems reasonable to assume that most students will fall within the 18-24 age group for the next decade.

2) Interest in University Education

The second step narrows this potential population by making assumptions about participation rates of the 18-24 age group in university education. The limits of the range of university enrolment are set by these alternative assumptions.

3) Interest in Political Science

To narrow the relevant population even further, alternative assumptions about the fraction of university students interested in political science need to be made.

4) Staff-Student Ratio

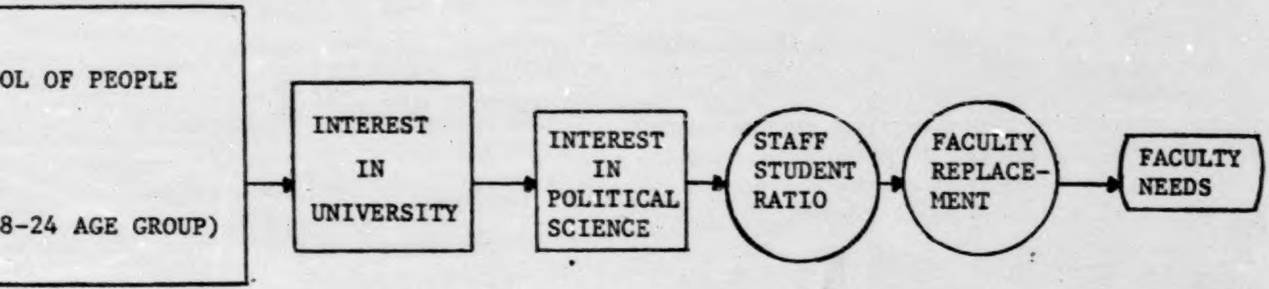
The staff-student ratio links the student data with faculty numbers. Assumptions concerning the staff-student ratio lead to estimates of faculty needs as a result of growth in political science enrolment.

5) Faculty Replacement Rate

The final step in estimating faculty requirements concerns assumptions about rates of replacement of faculty.

The progression through these five steps leads to estimates of demand for political science in universities. The process can be presented graphically.

Schema of Process to Estimate Faculty Demand



1. Pool of People as Potential Students

An estimate of the size of the 18-24 age group in the future has a fairly high degree of accuracy. Those who will make up this age group in the 1980s have already been born. The mortality rate for this age group is very low. As a result, 95% of those born in a current time period can be expected to survive to age 25. The net migration effect is probably of some importance but it is impossible to measure with any degree of accuracy. It is dependent on so many internal and external forces, that it could be positive or negative in the future. The age group projections do not take into account additions due to net migration or subtractions for mortality in the intervening period. Thus, the size of the 18-24 age group for the year 1971 + 'x' is equal to the size of the 18 - 'x' to 24 - 'x' age group in 1971. For example, the size of the 18-24 age group for 1980 is simply the number of people in the 9-15 age group in 1971. It should be noted that those in the age group are changing continuously and while some are entering the group at age 18 others are exiting at age 25.

The pattern of growth in the size of the 18-24 age group from 1960 to 1987 can be separated into four stages.

a) The first stage, which lasted from 1960 to 1969 saw a large year to year increase in the size of the age group. This came about largely as a result of the post-war "baby boom" entering the 18-24 age group. (A relatively even rate of exit from the group compared to a rising rate of entry.)

b) During the second stage, from 1970-1972, a sharp drop in the net increase of the size of the age group occurred. This drop reflected the end of the "baby boom" in 1952.

c) It is expected that the third stage, between 1972-1977, will be one of relatively stable growth in the size of the age group.

d) Finally the fourth stage, beginning in 1978, will see the impact of the sharp drop in the birth rate which began in 1960 and continued throughout the decade. After 1982, the total size of the age group will begin to decrease as those entering the age group become much fewer than those leaving it.

Chart 1 at the end of this report shows the growth in the size of the 18-24 age group. Data for this chart is found in the appendix.

2. Interest in University Education

Forecasts of university enrolment don't have the same degree of accuracy as age group projections since students can decide whether or not they want to attend university. Assumptions about participation rates (% of 18-24 age group enrolled in university) can be used to bracket the probable range of university enrolment.

During the 1960s university enrolment grew at a rapid rate. Coupled with the growth in the 18-24 age group was a year to year increase in the participation rate. Changes in the participation rate are based to a large extent upon students' attitudes and perceptions. In the 1960s, there was an awareness that high economic returns could be gained from a university education. Also lack of funds was no longer a major stumbling block to attendance at a university since many forms of financial assistance became available.

From 1969 to 1971, the participation rate grew at a much slower rate than it did during the 1960s. University enrolment became stabilized. Students' attitudes and perceptions were again changing. There were more alternative forms of education (eg. community colleges) which appeared to be more rewarding than a university education. Employment prospects for graduates seemed to be poor. Societal values about a university education were changing. Societal values are difficult to measure but the interplay of these factors resulted in a change in the pattern of the growth of the participation rate.

What about future enrolment?

From the projection of the 18-24 age group, it seems likely that enrolment will increase slowly and then begin to decline in the 1980s. Using two assumptions about participation rates, possible future university enrolments can be projected.

Assumption I

It is assumed that the recent reduction in participation rate growth reflects a permanent shift in expectations or other factors affecting student choices. Thus participation rates will continue to grow at only 0.1 percentage points each year. (During the 1960s the participation rate grew on average 0.6% a year. However, the average between 1969 and 1971 was only 0.1%.)

Assumption II

It is assumed that the recent reduction in participation rate growth is only a short-term phenomenon reflecting in part uncertain economic prospects (eg. employment for graduates). Thus participation rate growth will soon resume its longer term trend of approximately 0.6 percentage points a year. (During the 1960s the participation rate grew on average 0.6% a year. However, the average between 1969 and 1971 was only 0.1%.)

These two participation rate assumptions set the probable limits of the range of growth in enrolment.

The growth in participation rates under Assumptions I and II is shown in Chart 2 at the end of this report. The corresponding growth in university enrolment is shown in Chart 3 which is also at the end of the report. Data for these charts is found in the appendix.

3. Interest in Political Science

The future interest in political science by university students is impossible to predict quantitatively. The historical pattern is not available since undergraduate political science enrolment figures are not collected on a national basis. Any estimate about the likely future enrolment in political science must be based on qualitative, intuitive judgements.

For this paper, it is assumed that enrolment in political science remains a constant fraction of university enrolment as a whole. By using the two assumptions for projecting university enrolment, it seems likely that the probable ranges of enrolment in political science are covered. However, different rates of growth can easily be substituted.

4. Staff-Student Ratio

The staff-student ratio forms the link between enrolment and faculty. Here again it is difficult to determine this ratio. The number of political science students is not known but the current number of faculty in political science is. Thus by assuming tha the relationship of the staff-student ratio will remain at its current value, the requirement for political science faculty as a result of growth in university enrolment can be calculated. (The growth in university enrolment is shown in Chart 3 and the projections for university enrolment were calculated on the basis of two alternative participation rates, Assumptions I and II). Again one could make a different assumption. For example, if university enrolment grows as a result of a .6% annual increase in the participation rate but it is felt that the staff-student ratio will worsen, one could use a rate of annual increase for staff which is less than the annual increase in enrolment.

Table 1 at the end of this report shows the growth in political science faculty in Canada under Assumptions I and II.

5. Faculty Replacement Rate

Besides the demand for faculty which results from growth in enrolment, there are also faculty openings which are due to replacement. Net resignation and retirement accounts for a very small part of the demand for faculty. It seems reasonable to assume a net resignation rate of 1% for political science faculty in Canadian universities. (Net resignation refers to departures either to universities outside Canada or outside the university world itself.) Eighteen of the 603 faculty in political science at universities in Canada are 60 years of age or over. Thus the retirement rate for the next five years is 0.60%. This rate will be used for the years 1972-73 to 1987-88.

Political science faculty requirements for Canada which are due to replacement using Assumptions I and II are shown in Table 2 at the end of the report.

Table 3 at the end of the report represents the annual requirements for political science faculty in Canadian universities. It is a summation of faculty needs due to growth (Table 1) and faculty needs due to replacement (Table 2).

It seems likely that 80% of annual hiring will be junior faculty and that of these, 80% will have their PhD. Therefore, 64% of annual hiring in political science will be openings for PhDs. The result of these calculations is shown in Table 4 which is also at the end of this report.

Historically, Ontario produces 70% of the PhDs awarded in political science in Canada over the three years 1969-1971. (Canadian Association of Graduate Schools. 1972 Statistical Report.) Thus, on Assumption I for the years up to 1980, 14 PhDs awarded from Ontario universities per year would be the province's contribution towards filling university teaching posts in Canada. On Assumption II, the corresponding number would be 30. Of course, some of these people will take positions outside Canada and some graduates (possibly Canadians) from non-Canadian universities will accept positions in Canada. But if one feels that Canada should at least produce a sufficient number of PhDs to man its own universities, this analysis will help indicate the necessary scale.